

# ***O.P.P.***

***The history of the  
Ontario Provincial  
Police Force***

***by Dahn D. Higley***





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O.P.P.: The history of the Ontario Provincial Police Force







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*The History of the  
Ontario Provincial Police Force*

Dahn D. Higley

THE QUEEN'S PRINTER, TORONTO

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ISBN: 0-7743-8964-8

Published by The Queen's Printer, Toronto, 1984

Design: Alan Butcher



To Sherl, my wife, for her monumental forbearance,  
and to those unofficial and unrewarded members of the  
force, the wives of those who served.





The Premier  
of Ontario

Parliament Buildings  
Queen's Park  
Toronto, Ontario  
M7A 1A1

It is a pleasure to pay tribute to the Ontario Provincial Police Force on the 75th Anniversary of its inception in 1909.

Members of the OPP take quiet pride in marking this special milestone in the history of the Force, and the citizens of Ontario share in this pride, for the Force has been very much a part of Ontario's development over the past three-quarters of a century. OPP officers were with the prospectors and foresters who carved out the frontiers of New Ontario and have become known and respected in our towns and villages and on our highways across the province, providing citizens with a sense of security and stability. The Force has been in the vanguard of using technological advances in the prevention and detection of crime and is embarking on the exploration of new electronic frontiers.

Despite the stresses and strains of a rapidly developing province and an increasingly complex society, our OPP officers have striven to be seen as fair and impartial upholders of the law and have earned an enviable reputation for the courtesy and understanding shown in their contacts with those they serve.

As the Force embarks on its fourth quarter-century, OPP officers will continue to serve the people of Ontario with valour, integrity, pride and commitment.

We salute the dedicated men and women of the Ontario Provincial Police whose story is now to be told.

A handwritten signature in dark ink, reading "William G. Davis". The signature is written in a cursive style with a large, stylized "W" and "D".

William G. Davis



# *Preface*

The Ontario Provincial Police Force is an agency of the provincial government and through the legislature is responsible to all the people of Ontario. The force could be likened to a military establishment rather than to a bureaucratic organization, for the esprit de corps, the sense of belonging, and a tradition of lasting comradeship are rarely to be found anywhere but in a fine, old regiment.

Unlike a fine old regiment, however, the provincial police assigned no historian to gather the mementoes or memorabilia, or to preserve the records of this fine old police force. Until recent years, little heed was given to recording the annals of the several generations of men and women who have made an important contribution to the history of Ontario. In 1980, the author was entrusted by Commissioner Graham to rectify this omission.

In 1984, the provincials will have loyally served the people of the province for seventy-five years as the Ontario Provincial Police; the time has come to record the story of the force and those who served with the O.P.P.





# Acknowledgements

To those who have so generously helped in the preparation of this story of the Ontario Provincial Police Force, I owe my gratitude. "King" Speicher made available his collection of personnel records, and Don McKay permitted the photographing of his impressive collection of force insignia. Others, such as Florence McClevis, Chris Clark, and Lloyd Bradley allowed free access to their albums, scrapbooks, and other memorabilia. Roland F. Wilson, QC, Eric Silk, QC, and Charles Addington, of London, provided documents of historic value, while John Dadds shared his own history dissertations. Mrs. W.H. Stringer generously granted liberal use of her late husband's journals.

Without the support, encouragement and help of Commissioner Erskine and his successor, Commissioner Ferguson, as well as former Commissioners Silk and Graham, this story would likely have gone unrecorded. Members of the provincial police who staff the headquarters in Toronto and offices throughout Ontario have been more than generous in their active assistance, particularly Grant Powers, Tom Quigg, and Art Widdis of the photographic laboratory; Gaye Ward and Marilyn Sandford of the *O.P.P. Review*; Bill Smith and Cliff Collins, Career Management Branch; and John Closs and Ruth Nelson at Peterborough. My thanks, too, to the Ontario Provincial Police Association.

I am grateful for the permission to include, in this work, photographs from the collections of the Archives of Ontario, the Public Archives of Canada, *The Globe and Mail*, Toronto, Colbalt's Northern Ontario Mining Museum, the Windsor Public Library, the *Windsor Star*, the Ontario Ministry of Tourism and Recreation, the Ministry of Transportation and Communications, Donald F. Parrott, Frank Creasy, Bill Gilling, Mrs. Ambrose Crough, Hank Labelle, Mrs. Joyce Hambleton, Mrs. C. Galvin, Bob McClurkin, Martin Ericksen, Doug Bond, Lee Walker, Charles Wood, Tom

Graham, Mrs. J.A. Stringer, Chris Airey, Harry Caldwell, Frank Kelly, Ken Turriff, and Bob Stevens. The *Globe and Mail* also permitted the quoting of several passages from the paper.

I am particularly indebted to Richard Ramsey and the Archives of Ontario for access to surviving records, and research assistance; and to Charles Wood and Bill Gilling for having gathered so much historical material during the 1960s. I am also grateful for the assistance given so freely by Edward Phelps, librarian at the University of Western Ontario in London; the staff of the Legislative Library in Toronto; and by Stanley Horrall, historian of the Royal Canadian Mounted Police.

My very special and sincere thanks and appreciation go to Mrs. Sandy Boorman who undertook to type and re-type the manuscript over such a long period of time. To all who have been so kind, I owe a great debt.

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There shall be a force of police constables to be known as the Ontario Provincial Police Force.

10 Edward VII, Chap. 39, s. 17(2)





O.P.P.: The history of the Ontario Provincial Police Force



## TO HIS HONOUR

John Morrison Gibson, a Colonel in the Militia of Canada, &c., &c., &c., Lieutenant Governor of the Province of Ontario. Report of a Committee of the Executive Council on matters referred to their consideration.

## PRESENT:

The Honourable

Sir J.P. Whitney

in the Chair

Mr. Foy

Mr. Harris

Mr. Matheson

Dr. Pyne

Mr. Beck

Dr. Reaume

Mr. Hendrie

Mr. Cochrane

Mr. Duff

## ON MATTERS OF STATE

May it please your Honour

Upon the recommendation of the Honourable Attorney General, the Committee of Council advise that the accompanying Rules and Regulations respecting the Ontario Provincial Police Force be approved by Your Honour.

Respectfully Submitted,  
J.P. Whitney  
Chairman

12th October, 1909  
J. Lonsdale Capreol,  
C.E.C.

Approved and Ordered 13th October, 1909.  
J.M. Gibson.

Thus, by the Order-in-Council approving the rules and regulations, and an Act to Amend the Constables Act (Statutes of Ontario, 1877, Chapter 82), passed on February 14, 1910, the Ontario Provincial Police Force was created. But this was not the real beginning.



# 1

## *The Ancestors*

The Province of Ontario was born of Confederation on July 1, 1867, when the British North America Act came into effect after having received Royal Assent on March 29. It was not a new province, however, only a new name.

The original Province of Upper Canada had been created in 1791 by the Constitutional Act which divided the old Province of Quebec into the two Canadas. There were no police forces then, nor were any needed or even dreamed of, least of all in the vast wilderness embraced by the Great Lakes. To the north of the Lakes, maps were meaningless, and the province was bounded by the height of land which stretched from east to west—the watershed where the lands to the north were drained by rivers running to the Arctic—lands claimed by the Hudson's Bay Company.

There were few residents in the province. Small communities were to be found around Kingston and along the western frontier at the Detroit River—the older settlements of the French established before the Conquest. During the American War of Independence, the Niagara River area had been settled by loyalists from Pennsylvania and the Mohawk Valley of New York, as well as by Butler's Corps of Rangers. Following the end of the war in 1783, there had been a steady influx of American loyalists who were taking up lands granted to them in the newly surveyed townships along the St. Lawrence River and the north shore of Lake Ontario. Other settlers, entering the province through Fort Detroit, were establishing themselves along the River la Trenche (Thames).

The newly appointed lieutenant governor, John Graves Simcoe, chose Newark, a settlement on Mississauga Point at the mouth of the Niagara River, as the seat of government, and it was here, in the log-constructed Navy Hall, that the first session of the first Parliament of Upper Canada met on September 17, 1792.

The maintenance of the public peace in Upper Canada presented

few problems because of the scattered nature of the small settlements. Communities were not without crime, but it seemed sufficient to rely upon constables chosen from among the fit and able settlers who took their turns serving in the office in accordance with the custom established under old English common law. In 1793, however, the new provincial government saw fit to enhance the system by the appointment of a high constable in each of the four districts of the province, although none of these appointments provided for any remuneration.

When Lord Dorchester, the governor general, in the course of relocating the defenses of Fort Niagara, ordered the government seat moved away from Newark, Simcoe was faced with finding a new, defensible site. His preference was for a location at the Forks of the Thames which he named London, but Dorchester chose instead a place on a marshy bay on Lake Ontario at the end of the Toronto portage. Naming the new settlement York, Simcoe immediately set his soldiers to work to hack out new roads: Dundas Street, to run from the frontier at Detroit, via London and York, to Kingston, and Yonge Street to the north to Lake Simcoe. By the time the War of 1812 began, York had prospered, and there were about one hundred thousand persons living in Upper Canada.

Rebellion in the Canadas in 1837 led to the Act of Union of 1841 which united Upper and Lower Canada into the United Province of Canada. The former became Canada West and Kingston was chosen as the capital of the United Province. When the old districts were abolished in 1849, counties came into being and were made responsible for most municipal and judicial affairs in the province. A number of separate provisional districts were also created from unorganized territories where no townships had yet been laid out: Muskoka, Parry Sound, Nipissing, and Haliburton.

There had been some settlement in the Hudson's Bay lands of the north, and the Company claims became somewhat insecure; the Indians there tended to simply ignore the claims altogether, and the Canadian government had, in 1850, extended its influence west of Lake Superior by signing the Robinson treaty with the Indians of Georgian Bay and Lake Superior. In 1858, the District of Algoma was created, and a year later a government agent, Simon J. Dawson, was already planning a land and water route to the west and eventually a railway from Lake Superior to Rainy River and from Lac Plat to Fort Garry.<sup>1</sup>

By 1859, the population of the cities and towns of Canada West had grown to such an extent that in the larger communities some

improved protection from criminals was demanded. The government responded by enacting a law requiring every city and incorporated town to appoint a chief constable and one or more constables for each ward, to be paid at a reasonable remuneration by the municipality. Some of the larger places had already established police departments: York, which became the City of Toronto in 1834, had seen fit in 1835 to organize a permanent force of five special constables under the direction of the high county constable, William Higgins; Hamilton had its own chief constable as early as the 1840s. The rest of the province continued to be served by the high county constables and the constables of the parishes, townships and villages—loosely knit and only marginally effective rural constabularies.

## 2

During the winter of 1864-1865, the police in Hamilton were plagued by a gang of robbers headed by Joe Parker (alias Parish). The depredations of this band became so bold and extensive, and the gang so elusive, that the assistance of a government detective named Armstrong was sought. Eventually, Detective Armstrong was successful in running his prey down in a house in Hamilton and called upon a sheriff's posse to make the arrests. The posse surrounded the house, but Joe Parker broke out a window with a chair and with a revolver in each hand, let loose a fusilade of shots. Although no one was hit, the posse scattered, and Parker made good his escape and was not heard of again.<sup>2</sup>

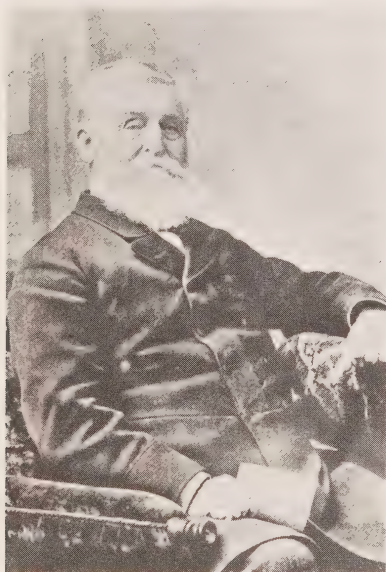
This appears to be the earliest reference to the involvement of a "government detective" in the police business in Ontario. The government of the province had no such officials on public service rolls and no record of Armstrong's employment as such has been found. There were, however, a number of self-employed individuals in Ontario who called themselves "private detectives" (modelled on the Pinkerton Agency in the United States) and who were available for hire. Armstrong was likely such a person and may indeed have been hired temporarily by the government and sent to Hamilton to assist the local constabulary. Certainly such a method of providing investigative assistance in criminal matters was to be followed in ensuing years. Few earlier municipal police forces had

detectives of their own, and private detectives were hired as needed to help the constables.

## 3

Gilbert McMicken arrived in York from Scotland in 1832 with high hopes and great expectations of making his mark in the new world. He remained in York for only two months before removing to Chippewa where he engaged in the forwarding business. In 1838, he was appointed collector of customs at Queenston. After serving as the first mayor of Clifton (Niagara Falls), McMicken entered the federal political field and in 1857, was elected to the Canadian parliament for four years for Welland County. In 1860, McMicken moved to Essex County, where in 1864, he was appointed a stipendiary magistrate with jurisdiction over the whole western Canada frontier.<sup>3</sup> The Order-in-Council making the appointment authorized McMicken to name police constables within his jurisdiction.<sup>4</sup> A new police presence, the frontier police, was emerging in Ontario.

McMicken and his constables were credited with settling trou-



*Gilbert McMicken. (Public Archives of Canada)*



*Hugh McKinnon.*



bles along the frontier, especially in the areas of Fort Erie and Windsor, managing the extradition of one Burley for piracy on the Lakes and resolving two celebrated express robbery cases. By 1865, the American Civil War had come to an end, and the government recommended that the frontier police, which had been organized in both Upper and Lower Canada, be disbanded by the stipendiary magistrates. It was further suggested, however, that each magistrate "retain not more than five of their respective forces to serve as detectives."<sup>5</sup>

Gilbert McMicken was charged with watching over the Fenian movement in the United States, which threatened to invade Canada. Authorized by the Prime Minister of Canada, John A. Macdonald, McMicken retained six of his men for the purpose, locating two at Sarnia, two at Goderich, and one each at Fort Erie and Clifton.<sup>6</sup> When the threat of invasion was past, McMicken left Windsor for Ottawa, where he assumed command of a small unit—the nucleus of the Dominion Police—assigned to guard the Parliament Buildings, and he was subsequently appointed one of two commissioners of police for the whole Dominion of Canada.<sup>7</sup> The police force he had raised on the Niagara frontier continued to serve that area under the newly appointed magistrate, A.G. Hill; in Windsor, the detectives left by McMicken constituted the Detroit River Frontier Police.

## 4

Canada West became the Province of Ontario at Confederation in 1867, with John Sandfield Macdonald the first premier. The following year, the Districts of Muskoka and Parry Sound were opened to settlement by the Free Grant and Homestead Act. Free grants of one-hundred-acre lots of land were available, and providing the settler remained for five years, erected shelter, and cleared at least part of his land he would have free title. Then, for fifty cents per acre, he could buy a second lot.<sup>8</sup>

For nearly twenty-five years, miners, lumbermen, and surveyors had been moving westwards, north of the Great Lakes, to the old fur-trading centre at Fort William and the newer village of Prince Arthur's Landing on Thunder Bay near the head of Lake Superior. Along the Superior shore, the existence of iron, copper, and gold had been known for some time. On tiny Silver Islet, silver had been found and was being mined, and although the mine petered out

after a few years, it had the effect of drawing men to the country and creating supporting settlement.

The Hudson's Bay Company still laid claim to much of the land in the vast area to the north and to the west of the Lakes. This claim had been challenged by the Canadian government for some years before Confederation, and in 1869, settlement of the claim was imposed by the British Colonial Secretary. By the payment of three hundred thousand pounds, the Dominion of Canada assumed responsibility for all the land between the height of land (the watershed north of the Great Lakes) and Hudson Bay. By that time, Simon Dawson had already established his boat and wagon route west from Lake Superior as far as the Red River, and settlers were moving ever westwards.

On November 3, 1869, at the opening of the Ontario Legislature, Lieutenant Governor W.P. Howland, in the Speech from the Throne, expressed for the first time the need to establish a western boundary for the province.<sup>9</sup> The lands newly acquired from the Hudson's Bay Company were now part of Canada and were to become the Northwest Territories. The federal government, covetous of the natural resources of the area, showed every intention of limiting Ontario's western expansion, and to further this aim, refused to acknowledge the sovereignty of the province over settlements already established. The Riel Rebellion in the Red River country resulted in the creation in 1870, by the Dominion government, of the relatively small Province of Manitoba, and the métis



A "Provincial" at Niagara, c.1870. standing right, Thomas Young.



The Sarnia Frontier, 1873. (Ontario Archives, Acc. 14996-21)

now joined the federalists in opposing any further westward thrust by Ontarians. On July 14, 1871, Premier Macdonald appealed for action on the establishment of a clearly defined boundary between the provinces, and in the fall of the year, a two-man boundary commission was established.<sup>10</sup> The federal commissioner, Eugene E. Tache, asserted that the western boundary of Ontario should be based upon a line running due north from the junction of the Ohio and Mississippi Rivers, which would intersect Lake Superior east of Fort William. The Ontario commissioner, William McDougall, contended that the western boundary should lie at the northwest angle of the Lake of the Woods. With no agreement forthcoming, the Province suspended negotiations in May, 1872, and the area was to remain in dispute for some years.<sup>11</sup>

Lumbermen, miners, and prospectors continued to push their way west of the Lakes, from Thunder Bay to the Lake of the Woods and beyond, while survey parties for the Canadian Pacific Railway followed closely behind. The District of Thunder Bay contained a considerable population of settlers and less desirable elements attracted by the railway and lumbering operations, the prospecting for valuable minerals, and the wide-open frontier towns. In 1874, another attempt was made to establish a boundary in order that some recognized local government could be created in the area. A three-man commission was set up by the Dominion and Ontario, and finally, in 1878, a decision was handed down awarding most of the disputed area to Ontario. The Province immediately proceeded on the basis of the decision and appointed two stipendiary magistrates for the Districts of Thunder Bay and Nipissing. A federal election on October 18, 1878, however, returned John A. Macdonald and his party to power, and the boundary commission decision was not ratified. Confusion in the area continued and lawlessness prevailed.<sup>12</sup>

On another frontier, the small police force known as the Niagara River Frontier Police (and called, sometimes, the "Ontario Police," and even the "Provincial Police") was providing policing services to the area of Clifton and Fort Erie. Originally raised by McMicken in 1865, the force was administered from 1870 by Magistrate Hill and led by Chief Malcolm MacDougald. By 1874, the funds for the payment of salaries and for the provision of uniforms came from provincial government coffers, and in 1875, the grand sum of \$4,277.45 was expended for the administration of justice on the Niagara frontier. The provincial public accounts record the dispensation of monies as follows:

## Provincial Police

A.G. Hill, Service as Magistrate	\$ 999.98
Malcolm MacDougald, service as chief of police	584.50
Thomas H. Young, service as chief in charge of Fort Erie	584.50
Richard Harrison, service as a policeman	519.00
Thomas L. Wynn, service as a policeman	519.00

Total Salaries \$3206.98

Uniforms	297.20
Office expenses	773.27

\$4277.45<sup>13</sup>

An additional constable, J.B. Hall, was added to the force for part of 1876 at the salary of \$343.50; otherwise, the public accounts record for the ensuing few years shows little change. It would certainly seem that the provincial police on the Niagara frontier, who were appointed and administered by a magistrate, were the first police to be paid salaries by the Province of Ontario and must be considered the forerunners of the later Ontario Provincial Police.

## 5

For many years, the countryside around Lucan, a village some fifteen miles or so north of London, was plagued by a crime wave which included arson, gang war, and murders. There had been barbaric depredations which were attributed to a notorious family living in Biddulph Township—the Donnellys. With masked night-riders, street brawls, and even gunfights, Lucan was said to be “the wildest village in Canada.”<sup>14</sup> Crops were destroyed, homes and barns burned to the ground, and livestock mutilated and left dying in the fields.

James Donnelly, an Irish immigrant, arrived in Lucan in 1847 with his wife and two small sons, James and William. Although land was fairly easy to acquire by grant, Donnelly chose to settle on one hundred acres of privately owned land, running off the rightful owner when he objected. There the family remained, and



Donnelly worked hard to improve the farm, while his wife Johanna bore him more children over the years—five more sons and a daughter. In 1855, John Farrell purchased the land upon which the Donnellys were living and demanded they vacate. For his efforts, Farrell was unmercifully beaten. Taking the matter to court, he was granted half the land he had purchased, while Donnelly was granted the remaining fifty acres in recognition of the great improvements he had made during his eight years of occupancy. The following year, Farrell's barn was destroyed by fire and three of his cows were poisoned, and although the Donnellys were suspected, no evidence could be found. On another occasion, a bullet narrowly missed Farrell as he sat at the table in his house. The reign of terror had begun.

The feud between Farrell and Donnelly came to a head the following year at a community barn-raising. They got into a fist fight which lasted until Donnelly, who was befuddled by drink, found himself being bested by Farrell. He then struck his opponent over the head with an iron bar and fled from the scene. Farrell died three days later without having regained consciousness. A warrant was issued for Donnelly's arrest, but he could not be found, and half-hearted efforts to locate him were in vain. Unbeknown to the Lucan constable, the fugitive hid in the bush near his home for almost two years, spending much of the wintertime in the hayloft of his own barn, before finally walking into Lucan and surrendering. At his trial, he was condemned to hang, but the sentence was commuted to seven years penal servitude.

The head of the Donnelly family had served three years of his sentence when a rash of mysterious fires broke out around Lucan. It was discovered that the victims had all been witnesses at Donnelly's trial and his sons were naturally suspected. When the Lucan constable went to the Donnelly home, he was savagely beaten by James, junior, by now a fully grown young man. Arson and cattle poisonings followed, and three horses of one neighbour of the Donnellys were discovered with their throats cut. When Mike Madill, a local innkeeper, suggested, with good reason it would seem, that the Donnelly boys were selling him beef from cattle other than their own, his hotel was burned down. When James Donnelly, senior, was released from prison after seven years, the depredations continued unabated. By this time, no one in the district dared to press charges or even bear witness for fear of reprisal. Over the years, the Donnellys had beaten at least six successive Lucan village constables when they tried to perform their duties;

one constable lost his eyesight as a result.

Eventually, it became evident that outside help was needed desperately, and in 1870, Detective Hugh McKinnon arrived, incognito, in Lucan. McKinnon had been the deputy chief constable in Hamilton in 1865 when he resigned his post there "on appointment to the Government Detective staff as a government detective."<sup>15</sup> It was said that he had been involved in a number of important investigations before arriving in Lucan, including the Monahan murder case in Lambton County and the Lazier murder in Prince Edward County. He went to Lucan directly following his investigation of the Caledonia murder gang and seemed a good choice to deal with the Donnellys.

Realizing the difficulties he faced in finding witnesses prepared to testify against the Donnellys, McKinnon disguised his true calling, ingratiated himself with the family, and actually was a guest in the Donnelly farm home while he attempted to gather evidence. At the end of a week, McKinnon went to London, sought and obtained warrants for the arrest of five of the brothers, and returned, accompanied by the local constable and four others. The arrests were made at the farm without difficulty, but without the assistance of other witnesses, McKinnon could not secure a conviction, and the Donnellys were set free. McKinnon left the district in disgust.

In 1873, William Donnelly and his brother, James, junior, purchased a stage line on the Exeter-London run, where they had been employed as drivers for two years. A formidable competitor, John Flannigan, soon set up another line and a vicious feud ensued. When the Donnellys (who were somewhat less than popular) kept losing business to Flannigan and were getting close to bankruptcy in 1875, a series of events shocked the area. Early one morning, Flannigan went to his barn to find his two coaches sawn apart, his harness cut up, and the tongues of all his horses had been cut out. The poor, maddened beasts were put out of their misery, the shots from Flannigan's gun arousing the village. Almost immediately, Flannigan called upon the men of the village to help him, and at the head of seventeen others, he marched to the Donnelly place. A great donnybrook resulted when all eight Donnelly men appeared, and poor Flannigan's posse was routed.

Flannigan was not to be discouraged easily, however, and within a week, he had acquired new horses and coaches and was ready to resume business the following day. That night his barn was burned and he was again out of contention. The Donnelly stages ran for

six weeks without any competition until, finally, an event occurred which thrilled and delighted the countryside: the Donnelly barn was mysteriously destroyed by fire and two coaches and three horses were lost.

Detective McKinnon, it seems, was back in the act. A letter to Charles Hutchinson, the county attorney for Middlesex County at London, dated at Stratford on February 26, 1876, confirmed his continued interest and involvement. McKinnon advised that he had been employed by the citizens and authorities of Lucan to put a stop to the crimes being committed in the area. He admitted that he had conferred with Mr. Flannigan, but stressed his intention of having little contact with anyone interested in the prosecution of the Donnellys until, as he put it, "the ball was opened." McKinnon requested the attorney to have Flannigan and a Mr. Caswell, another victim, lay the charges and that he, McKinnon, would come to London and confer with Hutchinson regarding the case. He cautioned Hutchinson with the need for secrecy, as "the Donnellys by some means or other, get a great deal of information concerning the doings in London, of anything to do with themselves."<sup>16</sup>

In 1876, the Donnellys were faced with thirteen different criminal charges, including arson, poisoning, and highway robbery, to be heard at the spring assizes in London. The witnesses in these cases were terrorized by nightriders who administered savage beatings, and only one witness appeared to testify at the assizes: Patrick Green, who refused to be intimidated. His evidence alone was insufficient to convict, however, and the Donnellys once again walked away from the law. Within two days, Green was shot at on two separate occasions, and within a month, his house, barn, and outbuildings had gone up in flames.

Hugh McKinnon left the detective business in 1877 to accept the appointment of chief constable at Belleville, and some years later, he was called to head the police force in Hamilton. There is no evidence supporting the contention that he was employed by the province as a government detective, and no correspondence to this effect was ever directed to him from the office of the Attorney General of Ontario. One might speculate, however, that McKinnon may have been appointed a detective in 1865 by McMicken, the "western frontier" magistrate. It seems likely that McKinnon was a private detective, at least in 1876 when he was hired by Lucan to serve a local need.

On the night of March 17, 1877, a number of Lucan men set



fire to the Donnelly farmhouse and fired shots at members of the family as they sought to escape the burning building. The house was rebuilt, and as soon as this had been done, fires again broke out throughout the district. Farmers homeward bound at night were pulled from their wagons and beaten, and sometimes even tied to trees and horse-whipped by masked men. The barn of Jim Kelly was destroyed by fire, as well as the houses and barns of Michael Marra and Dan McDonald. Farms were burned, herds were poisoned, and many mutilated horses had to be destroyed.

In 1879, Fitzhenry's hotel in Lucan was destroyed by fire, and again the Donnellys were suspected with good cause. When word was spread of a vigilante meeting to be held at the Old Dominion Hotel, that establishment, too, was razed, and although there was no proof, everyone seemed to know who was responsible. A few days later, big, burly James Carroll of Exeter arrived in Lucan and offered his services as constable, with the expressed intention of dealing with the Donnelly gang. A petition of more than one hundred signatures was sent to the authorities in London, and Carroll was duly appointed. He immediately organized a vigilance committee of one hundred and fifty men.

In the early hours of February 4, 1880, Carroll led a mob of thirty vigilantes to the Donnelly farm. Carroll entered alone and was able to handcuff two of the Donnelly men (by trickery, some said) and place them under arrest. When he called upon his men to enter the house, a deadly melee ensued, and James Donnelly, senior, his wife Johanna, Tom Donnelly, and a niece Bridget (recently arrived from Ireland) were slain. The only survivor in the house was eleven-year-old Johnny O'Connor, a neighbour's boy who hid under a bed and later fled. The vigilantes set fire to the house, then proceeded to the home of William Donnelly. When his brother John opened the door, he was cut down by a shotgun blast, and the mob departed believing they had accounted for the much-hated William.

Johnny O'Connor reported the events he had witnessed, and the investigation was commenced the following morning by County Constable Alfred Brown. James Carroll and thirteen members of the vigilance committee were arrested on the evidence of the O'Connor boy. In London, a number of those arrested were released, and the remaining six were tried at the fall assizes in October of 1880. The jury failed to agree and a new trial was ordered for the following January. On February 2, 1881, the jury returned the verdict of not guilty.

Such was the policing of a rural community in Ontario in 1880. In 1871, the premier, John S. Macdonald, had tried to do something about the sad state of affairs in the rural areas by introducing a bill in the legislature proposing the establishment of a provincial constabulary bureau. Although the matter was debated at some length, the bill was abandoned when the government was defeated at the polls. A new premier, Oliver Mowat, was sworn in, and except for an occasional mention in the press or by grand jurors or judges, the matter was forgotten.<sup>17</sup>

## 6

The letterbooks of Charles Hutchinson, the county attorney at London, also reveal that for ten days during the "Black Donnelly" affair, a Detective William Smith was employed by the attorney.<sup>18</sup> In 1872, Smith, a private detective, lived on Dundas Street in London with his wife who operated a sewing machine agency, and like others of his calling, he was retained from time to time by the authorities to look into matters for criminal investigation. William Smith may have been one of McMicken's detectives retained from the frontier police on the Detroit River, and if so, had considerable investigative experience. (On October 23, 1868, Premier Macdonald had written to Magistrate McMicken in Windsor, requesting that Detective Smith be spared, "to ferret out evidence regarding the Belle River tragedy").<sup>19</sup>

The deputy Attorney General of Ontario, J.G. Scott, wrote to Detective Smith on September 3, 1872, asking him to contact the county attorney at Napanee, Mr. C.L. Coleman, with respect to making arrests in a murder case.<sup>20</sup> Four months later, in a confidential letter to John E. Farewell, the county attorney at Whitby, Scott wrote, "Be good enough to put yourself at once in communication with Mr. William Smith, Detective of London, and avail yourself of his services in order to procure the arrest and extradition of Donald Gunn, who is charged with the murder of John Healy."<sup>21</sup>

The government must have been satisfied with the services provided by Smith, for on April 1, 1873, "William Smith, Detective" was appointed by Order-in-Council of Ontario, "A Provincial Officer under Section Eight of the Act to Amend the Act respecting Tavern and Shop Licences." In his appointment, Smith was "required to perform the duties provided by that sec-

tion, and also any other services that may be from time to time required in connection with the administration of justice and other branches of the Public Service; it being understood that the said officer shall not be at liberty to accept a retainer or employment from other parties without the consent of the Attorney General or Treasurer of Ontario.”<sup>22</sup> His salary was fixed at \$66.66 per month, and thus William Smith of London was appointed the first full-time employee of the Province of Ontario whose services included those of detective in “the administration of justice.” In the absence of any legislation providing for a criminal law enforcement appointment, Smith was granted his authority under the Tavern and Shop Licenses Act.

Moving his family to Toronto and setting up his office in the Treasury Department, Smith was soon called upon to perform his justice department duties. In July of 1873, he was sent by Deputy Scott to contact a Reverend Bart regarding “the mystery attendant upon Stephen Moore’s disappearance.”<sup>23</sup> In 1874, he was sent to Brantford to investigate the death of Cornelia Kittridge, whose body had been found in the Grand River; a coroner’s jury had ruled the death a murder. Smith’s duties were not confined entirely to criminal matters, however; addressed as “Provincial License Inspector,” he received lengthy correspondence in 1873 from Amherstburg regarding the apparent inability of the local inspector to enforce the liquor laws there.<sup>24</sup>

Ontario had become a fertile field for forgers and counterfeiters; provincial financial institutions were issuing their own currencies, and English pounds, shillings, and pence were as readily negotiable as were American dollars and Mexican pesos. Owen Sound had its share of such gangs. In October, 1873, Scott wrote to Smith about such a matter, apparently in response to some correspondence from a Miss Barbara Denoon of Owen Sound. By the following summer, Miss Denoon and her sister were writing to Scott, claiming that they had earned a reward in connection with the prosecution of counterfeiters. Apparently unaware of any reward offer, Scott called upon Smith for an accounting of any such arrangements he had made, but it seems unlikely that the matter was ever satisfactorily resolved. The attorney general had become less than enchanted with William Smith’s handling of matters in Owen Sound, and in April of 1875, his deputy, Scott, wrote to John W. Murray of St. Thomas, a detective employed by the Canada Southern Railway. Enclosing Miss Denoon’s letters, Scott asked Murray to undertake an investigation in Owen Sound to ferret out a gang

of forgers and counterfeiters;<sup>25</sup> William Smith was assigned to another matter on April 12 when the deputy minister directed him to act in an arson case in Hamilton.<sup>26</sup>

7

Report of a Committee of the Executive Council on matters referred to their consideration.

PRESENT:

The Honourable

Mr. Mowat

in the Chair

Mr. Crooks

Mr. McKellar

ON MATTERS OF STATE.

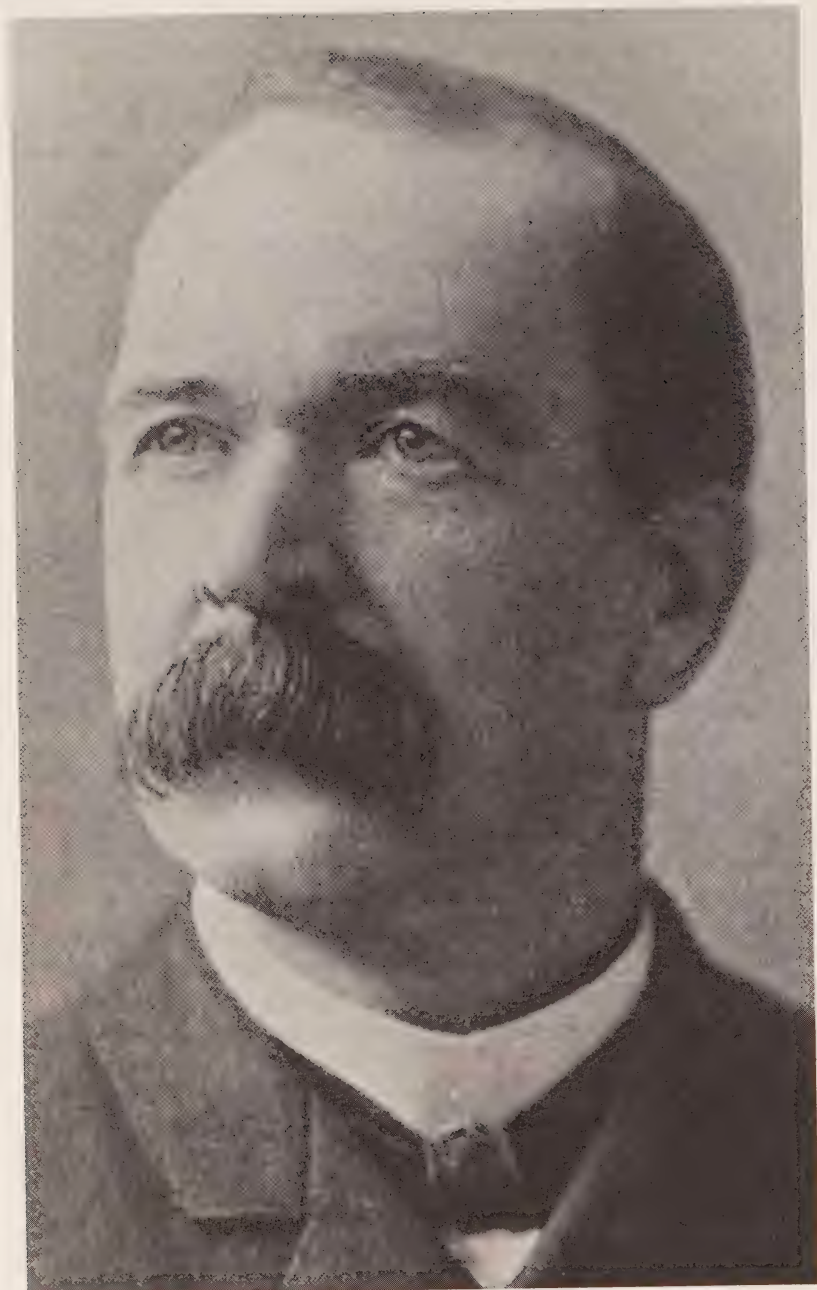
May it please your Excellency.

The Committee of Council have had under consideration the report of the Honourable the Attorney General dated 20th May 1875 wherein he states that he is of the opinion that the interests of Criminal Justice require that a permanent detective officer should be employed by the Government. That cases from time to time occur where the services of an experienced detective are absolutely necessary. That experience shows that in many instances the ordinary police of the country are unable to cope with the organized system by which criminals now carry on their calling and he is satisfied that the employment of an officer in whose ability and integrity confidence can be reposed, and to whom a discretion can be allowed larger than it would be wise to permit to police who are not under the special control and direction of the Government would greatly aid in the detection of crime.

The Attorney General states that William Smith, who has been temporarily employed in the duty of enforcing the observance of the provisions of the Tavern and Shop Licenses Act has from time to time acted as a Government detective, but that the Public Service requires that the service of some person of qualifications superior to his should be secured as a detective officer.

The Attorney General further states that he is able to obtain the service of John W. Murray, who is at present in the employ-





*John W. Murray.*



ment of the Canada Southern Railway, and he recommends that until the authority of the Legislature can be asked for the appointment of a permanent officer, Mr. Murray can be temporarily employed as a government detective at a salary of \$1500.00 per annum, being the same amount as is now paid by the Canada Southern Railway Company.

The Attorney General further reports that Murray is stated to be well qualified for the position in which it is proposed to employ him, and that it is absolutely necessary that immediate provision should be made for the performance of detective duty as several cases are now pending, requiring early attention.

The Attorney General further recommends that Mr. Murray's employment be upon the distinct understanding that he is not to be entitled to receive any rewards which the Government of Ontario or that of the Dominion may offer for the discovery, apprehension or conviction of offenders, and in case of Legislature sanction of the employment of a permanent Government detective officer, Mr. Murray should receive the appointment if his services in the meantime are approved of by the Government.

The Committee concur in the recommendation of the Attorney General and advise that the same be acted upon.

Respectfully submitted,

22 May 1875

J.G. Scott  
C.E.C.

O. Mowat  
Chairman<sup>27</sup>

John W. Murray was in. The recommendation for his appointment was approved and ordered by the lieutenant governor on May 29, 1875. Even before final approval, Deputy Attorney General Scott, who was also Clerk of the Executive Council, wrote to Murray and advised him of his engagement and the terms thereof.<sup>28</sup>

Perhaps Murray required some time to wind up his work with the railway before entering upon full-time government service, because Smith's services were not immediately terminated. A few days later Smith was given another assignment by Scott who addressed his letter to "the Detective Office, Toronto" and asked Smith "to proceed to Ballycroix with a view of ascertaining whether the recent fires there were caused by incendiaries, and if so, of discovering the guilty parties."<sup>29</sup>

Notwithstanding Smith's steady employment by the government since 1873, his services as a detective were seen as less than permanent by Attorney General Mowat; later, William Smith's appointment was revoked. On March 13, 1876, Scott wrote to Smith once more:

Sir:

I understand from Mr. Bigelow that you are still, from time to time engaged in making enquiries respecting the Ballycroix fire. If this is the case, I will be glad to receive from you a full report in order to consider whether any further enquiries can be advantageously prosecuted. You will therefore do nothing more in this matter without additional instruction. I am also to again request you to render an account with duties and items of all services rendered by you for the department since you ceased to hold the office of inspector of licenses in order that the same may be settled.<sup>30</sup>

William Smith was out.

## 8

John Wilson Murray was the first full-time *police* official for the Province of Ontario in the direct employ of the government. He was to remain a government detective for more than thirty years and during that time, gain for himself an international reputation in the field of criminal investigation. Such was his renown that, in later years, his biography was published under the title of "Memoirs of a Great Detective." In this work, Murray was quoted:

The detective business is the higher branch of the police business. A man may be an excellent policeman, and yet be an utter failure as a detective; and I have seen many a clever detective, who was out of his element in the simpler lines of police duty.<sup>31</sup>

John Murray was born in Edinburgh, Scotland, on June 24, 1840, the son of a sea captain. At the age of fifteen, he ran away to sea and eventually found himself in America sailing the Great Lakes. He enlisted in the United States Navy in June, 1856, and served until he was discharged in December of 1859. When the Civil War between the states broke out in 1861, Murray re-enlisted

as a seaman aboard the U.S.S. *Michigan*, a steam-driven paddle-wheeler then located at Erie, Pennsylvania. In 1864, still serving aboard the *Michigan*, Murray was rated as an "acting gunner," a warrant officer rank which he held until his discharge from the service on January 31, 1866. Shortly after his release from duty, he applied for and eventually was granted a pension of four dollars per month for injuries he had sustained aboard ship in 1862.

From Murray's memoirs we learn that during the war between the states the U.S.S. *Michigan* was the target of a Confederate plot to challenge the United States control of the Great Lakes. Under the leadership of a southern agent, Charles L. Cole, plans were formulated to seize the *Michigan*, free some four thousand Confederate prisoners interned on Johnsons Island in Sandusky Bay on Lake Erie, and attack Detroit, Cleveland, and Buffalo. As part of the plan, the steamer *Philo Parsons*, which plied between Detroit and Sandusky, was seized by Confederate agents who also captured the *Island Queen* off Sandusky, but the plot was foiled when Cole and his accomplice, John Robinson, were arrested. Murray, in his memoirs, maintained that he had been assigned an undercover role to expose and frustrate the planned coup.<sup>32</sup>

As the result of his part in the Cole affair, Murray went on to say that he was employed as a special agent with the Navy Department for a time after his discharge, before joining the police department in Erie in 1868. He served with that force for five years until his appointment as a detective with the Canada Southern Railway Company, which operated a line from Fort Erie to Windsor. Murray and his family moved to St. Thomas.

John W. Murray was, without doubt, eminently successful in reducing criminal activities against the railway, and his reputation as a detective became well-known in Southern Ontario. During the spring of 1875, he was employed by the Province for the first time in the Owen Sound area investigating counterfeiters, after which he returned to his duties with the railway.

Following his appointment as government detective, Murray moved his family to 252 Simcoe Street in Toronto and set up his office on King Street west. In his first murder case in Ontario, in September, 1875, he brought to justice the slayer of Ralph Findlay, a farmer of Lambton County, and when "Doc" Needham of Elgin County was murdered, Murray pursued his assailant, Fitzsimmons, to Minnesota and brought him back to Ontario for trial. Other cases investigated early in his career as a government detective were murders in Ontario County and on Manitoulin Island,

and each was brought to a successful conclusion.

## 9

The rural scene in Ontario was changing rapidly from pre-Confederation days. The attraction of good wages was enticing people from the farms to the towns and cities, and the United States and the new province of Manitoba were competing for Ontario's manpower. Between 1870 and 1900, the province lost more than one hundred thousand native-born to the west, although this was more than offset by nearly half a million immigrants who settled mostly in urban areas.<sup>33</sup>

From the earliest days of settlement, whiskey had been distilled from locally-grown grain and had become an accepted staple of diet; it was commonly consumed by all and even given to ailing children. The consumption of alcohol was no less in the towns and cities, and as the population grew, distilleries and breweries multiplied and hotels and taverns proliferated. There were regulations governing liquor outlets in the province, but they were loosely enforced, if at all, by municipally appointed officials; drunkenness was rife and of concern to the authorities and citizens alike. In 1874, the first chapter of the Women's Christian Temperance Union came into being in Ontario at Owen Sound and immediately pressed for prohibition. By 1875, Toronto, with a population of seventy thousand, had nearly three hundred taverns.<sup>34</sup>

On May 1, 1876, the Crooks Act was passed by the provincial legislature, and the administration and enforcement of liquor regulations passed from the municipalities into the hands of officials assigned by the provincial government; liquor license inspectors were appointed across the province. In 1878, the Canada Temperance Act, passed by the Dominion government, established a system of "local options" for parliamentary constituencies.



## 2

### *Provincial Constable*

Her Majesty, by and with the advice and consent of the Legislative Assembly of the Province of Ontario enacts as follows:...

6. The Lieutenant-Governor may appoint, either permanently or for such period as he may think fit, persons to be Provincial Constables, and every person so appointed shall, while he holds office, be a Constable of every County and District in Ontario, and, as such, shall have authority to act in any part of this Province.

The Constables Act, (Statutes of Ontario, 1877, Chapter 82) cited here in part, received Royal Assent on March 2, 1877. This legislation, in addition to providing for more expeditious appointments of county constables, created the office of provincial constable. Appointments could now be made in both the organized counties and townships of the south and in the unorganized districts of the north—New Ontario—wherever the need existed for a constable with extended jurisdiction. No longer could criminals flee from one jurisdiction to another with impunity. In addition, to satisfy local needs of the north, the office of district constable was also created as a counterpart of the county constable.

The first appointment made under the new legislation was that of the government detective, John Wilson Murray. On March 16, Murray was appointed the first provincial constable of Ontario, and the government of the province thus kept the promise made to him in May, 1875.<sup>1</sup> Notwithstanding the government's discernment of the need for provincial constables, however, the response from various parts of the province seeking to have such officials appointed was less than may have been anticipated. More than a year passed before the members of the "provincial police" at Niagara, Messrs. MacDougald, Young, Harrison, and Wynn, were appointed prov-

incial constables by Order-in-Council of April 12, 1878.<sup>2</sup> Nor were any immediate appointments made in the northern districts for some time.

By 1881, Magistrate W.D. Lyon, who had been appointed for the District of Thunder Bay, complained that the Dominion government administration in the still-disputed boundary territory was ineffectual and lawlessness abounded. The Village of Rat Portage was filled with rough men who walked about with revolvers tucked in their belts, defying the law, and when Lyon first held court there, his bailiff was arrested and jailed by Dominion agents.

In 1883, a police force was organized for the western part of the District of Thunder Bay. John Burke (who had been performing constabulary duties at Prince Arthur's Landing from the first of the year), and Archibald McMaster at Fort Frances, were appointed constables for the District of Thunder Bay. Provincial Constable William Coker, at Rat Portage, was promoted to sergeant of the West Thunder Bay police by Order-in-Council on August 3, 1883, and his pay was increased from \$75.00 per month to \$83.33. In the same year, the provincial government set aside \$364.00 to pay for fur coats and hats "supplied to the Provincial Police at Rat Portage."<sup>3</sup>

The Province of Manitoba established a municipal government and a magistrate's court at Rat Portage, but since Ontario had already done the same, the two constabularies vied for control. To add to the confusion, the Dominion government sent in two constables to enforce its prohibitive liquor law. Manitoba sold a liquor license for \$300, and the new licensee, along with his solicitor, was promptly jailed. An Ontario licensee was, in turn, jailed by Manitoba constables for selling liquor with an Ontario license, and in retaliation, the Ontario constables arrested their Manitoba counterparts for creating a disturbance by conveying prisoners to the Manitoba jail. Finally, in desperation, the boundary question was referred to the highest tribunal in the Empire, the Judicial Committee of the Privy Council in London, England. Ontario was awarded the territories bounded on the west by the northwest angle of the Lake of the Woods, and the Manitobans withdrew from Rat Portage.<sup>4</sup>

## 2

One night in 1876, the farm home of Ebenezer Ward in Caledon was burned to the ground, and Ward's wife Mary was missing and believed to have perished in the fire. Although it appeared to be a simple case of misadventure, the government detective, J.W. Murray, arrived in Caledon to interview the grieving husband.

Ward was a well-to-do cattleman with business holdings in Markham as well as Caledon. Some six months earlier, he had travelled to England on business and returned with a young and lovely bride, Mary. When Murray arrived, Ward was at the nearby home of his mother being treated for burns suffered in the fire—burns, Murray noted, having unusual characteristics. Being suspicious, the detective sifted through the ashes seeking some trace of the missing woman and some indication as to the origin of the conflagration. In the debris he found a stove which, curiously, “was burnt molten on the inside.” Murray took a sample from the inside of the stove and put it in a bag. He also found a butcher's knife, the handle of which had been burned off; he put it in the bag. Murray discovered what he thought was a piece of bone, and a small, matted piece of a feather mattress, and these, too, he put in the bag. Of Mary Ward no trace was found.

On his return to Toronto, Murray took his findings to Professor Henry Croft at the School of Practical Science. Tests proved that human flesh had been burned in the stove, that the small piece of bone was human, and that the piece of mattress revealed the presence of human blood. In the ensuing trial of Ebenezer Ward, Murray was able to establish that Ward had been insanely jealous of his young wife, and when she had protested against not being let out of his sight, Ward had killed her in a fit of rage. Mary Ward had been murdered in her bed, and her body had been dismembered in the kitchen and burned, piece by piece, in the stove. To conceal his crime, Ward, in desperation, had set fire to the house. His own burns to his neck and forearms had been self-inflicted with a piece of iron. Ebenezer Ward was convicted and sentenced to life imprisonment.<sup>5</sup> Scientific criminal investigation was being practiced in Ontario, thanks to the expertise of Professor Croft, an early forensic scientist, and the acumen of John Murray.

## 3

The office of government detective enjoyed by John Murray was no sinecure. Having no predecessor, he was in the unique position of defining his own job responsibilities, but there is little doubt that he was beset by an already large and ever-increasing volume of work. Considering that the geographical area of his endeavour was the entire Province of Ontario, it is hardly surprising that the government, in 1884, saw fit to appoint a second government detective to share the workload. Joseph Edwin Rogers, twenty-five years



*Detective Joseph Rogers.*



of age, was an Ontario boy born in Barrie in 1859. His father, Joseph, senior, was the high county constable for Simcoe and the young man had served for a time with that constabulary before his appointment to the government service on December 13. Shortly afterwards, he was sent to the 'end of the steel' on the Canadian Pacific line at Biscotasing, in Northern Ontario, with orders to quell a riot by drunken railroad construction men. Bootleggers were thriving along the lines of railway construction, and in this area, had been dispensing adulterated "liquor"—a concoction of alcohol and tobacco juice. Rogers, with a handful of men, was faced with an extremely hostile mob, but was successful in disarming and arresting the ringleaders. From Biscotasing, Rogers went to the Porcupine district to deal similarly with recalcitrant miners in the goldfields there. Thirty constables, probably gathered and sworn-in locally, were sent to assist him, and after a wild brawl, seven of the mob leaders were jailed. By the following year, Rogers had so impressed his employers that he was commended for his work by the attorney general.

There may have been an additional reason for the appointment of a second government detective, for Murray's apparent independence and freedom of action gave rise to some dissatisfaction. The deputy attorney general wrote to him on June 19, 1885:

I have not heard from you since I instructed you on June 11th, to go at once to St. Thomas and arrange with Piggott, notwithstanding my request that you would notify me daily in writing of your whereabouts and what you were engaged in ...<sup>6</sup>

Deputy Scott's patience was wearing thin indeed by September 19, when he again wrote to Murray:

I do not understand why you have not called at the office or communicated with me as instructed by me. I have been telegraphing in order to ascertain your whereabouts as I desired particularly to see you. The Attorney General now instructs me to inform you that if you fail to report to this department personally or in writing for say three consecutive days you will be forthwith suspended. Your instructions are to report daily but the above time has been named as to allow for the possibility of accidents.<sup>7</sup>

During the 1880s, an increasing number of appointments were

made under the Constables Act, reflecting the growth of Northern Ontario's settlement. William Craig was made a constable at Silver Islet in 1880, followed by the appointments of James Mills at Bruce Mines in 1883 and Robert Rush at Sault Ste. Marie in 1885. Abraham EmLOW was appointed, for summer duty only, at Serpent River in Algoma District in 1886, and in 1888, William Wallace McCoy of Manitouwaning and Edward H. Jackson of Gore Bay were appointed constables for the Provisional District of Manitoulin Island. William Lindsay was stationed at Rainy River and John Tansy at Chapleau. Tansy may well have been the first provincial constable to be transferred from one location to another when he was sent to Sault Ste. Marie on March 20, 1889. John Emmons was appointed at Rat Portage in 1890 on the death of William Coker.

In the southern part of the province, Samuel McNair of Hamilton was made a provincial constable in 1884, and in the same year, Thomas McKee of Woodstock was made a constable and appointed "to the police employed in the neighbourhood of Niagara Falls and Fort Erie." Five years later, McKee was serving with the Detroit River Frontier Force as a provincial constable, and on May 3, 1889, his salary was increased from \$780 a year to \$900. Only a month later, it was increased again by Order-in-Council to \$1,000 per annum, and it was ordered that he be allowed "two suits of clothes a year and an overcoat every two years, but no other expenses except as authorized by the Police Magistrate at Windsor."<sup>8</sup> This is the first known instance of the provision at government expense of a civilian clothing allowance to provincial police, and serves to remind us that, with the exception of those serving the Niagara frontier and at Rat Portage, provincial constables wore no uniforms. In 1889, Alfred Campeau was appointed a provincial constable with the Detroit River Police at Windsor and he, too, was allowed two suits of clothes and an overcoat. At Niagara, the frontier police continued to provide service to the towns of Clifton and Fort Erie, as well as the surrounding country, and Thomas Young had replaced MacDougald as chief by 1890. The Town of Clifton (Niagara Falls) appointed its first town policeman, John Kimmons, in 1891.

## 4

One of the most celebrated cases in the early annals of Canadian criminal history was the murder of Frederick Cornwallis Benwell in 1890. The newspapers of the day gave the case the widest pub-

licity, both in Canada and abroad, and gained for the already renowned government detective, John W. Murray, an international reputation. Billed as one of the most diabolical crimes ever perpetrated in Canada because of its deliberate planning and execution, it very nearly remained unsolved.

Early in the morning of February 21, 1890, George and Joseph Eldridge were cutting saplings in a wilderness known as Blenheim Swamp, near Princeton in Oxford County, when they came upon the body of a young man. When the remains were removed to Princeton, the local county constable, William James Watson, discovered two bullet holes in the back of the head. All means of identification had been removed from the pockets and even the labels on the clothing had been cut off. Following a post mortem examination, the body was kept in Princeton awaiting identification until decomposition made burial imperative, and it was at this point that the county crown attorney, F.R. Ball of Woodstock, called for assistance, and Murray was sent from Toronto to pursue the matter. A close search of the swamp where the body had been found revealed, almost buried, a cigar case bearing the name, "F.C.



*The Benwell Murder Scene. left to right: unidentified; Detective Murray; C.T. Long, Empire reporter; John Rapp, who heard the shots fired. (Public Archives of Canada)*



Benwell.” Details of the find were published in the press in an effort to find someone to identify the young man.

As a result of this latest publicity, one Reginald Birchall and his wife arrived in Paris, Ontario, and hired a carriage to convey them to Princeton. There, the body was exhumed and in the presence of Constable Watson, was identified by Birchall as Fred Benwell. Returning to Paris, Birchall was met by Detective Murray and interviewed briefly before continuing his journey to Niagara Falls, from where he and his wife had come. The following morning, Birchall was arrested by Chief Thomas Young of the Ontario Police, taken before Magistrate Hill, and remanded to the jail in Welland. At his preliminary hearing at Niagara Falls before the magistrate, Birchall was committed for trial for the murder of Benwell and taken to the county jail in Woodstock on March 13.

John Murray continued his investigation in the vigorous and dedicated way for which he was noted. When Birchall went to trial before Judge MacMahon at the Oxford County Court of Criminal Assizes on Monday, September 22, the crown counsel was able to call upon witnesses who, through Murray’s endeavours, had been found and who would be able to reconstruct the awesome train of events surrounding this whole affair.

Reginald Birchall was the son of an English clergyman and had attended Lincoln College at Oxford for two years. It was said that he was unable to continue his education because of his wild pranks at school which necessitated his departure. He then, apparently, came to Canada as a ‘farm pupil’ to learn something of farming with the view of eventually acquiring his own property. Finding the life not to his liking, Birchall settled for a time in Woodstock, where he was accepted by the local gentry and acquired many friends. Shortly after his arrival, it was said, he adopted the sobriquet “Lord Somerset” and posed as an English gentleman of means; his wife, whom he had brought with him from England, was equally popular. In 1889, the Birchalls returned to the United Kingdom and immediately advertised and offered assistance to those who might wish to emigrate to Canada and take up a career of farming. The advertisements resulted in an introduction to a young man of good family—Frederick C. Benwell—who was anxious to emigrate to a country which might offer him a rewarding livelihood. When Birchall offered Benwell a partnership in a stock farm which he claimed to own near Niagara Falls, Benwell decided to accompany him to Canada to view the property.

At about the same time, Birchall had also met and interviewed

Douglas Reginald Pelly of Saffron-Walden in Suffolk, who purchased from Birchall an interest in a farm in Canada. On February 5, 1890, Birchall and his wife, with Benwell and Pelly, set sail for America and arrived in New York six days later. The next night, they travelled by train to Buffalo and put up at the Stafford House. Early on the morning of February 17, Birchall and Benwell left the hotel together to travel to Niagara Falls, Ontario, to view a farm, according to Pelly's later testimony. Arriving in Niagara Falls, the two men then took the train to Eastwood, changing at Hamilton, and arrived at their destination before noon. They then walked to Blenheim Swamp, Benwell believing he was going to view a farm, and it was there that Birchall shot Benwell to death, then returned to Buffalo by the same route and met his wife and Pelly at the Stafford House. He told them that Benwell had gone on to London to view some property there.

The following morning, the trio went to Niagara Falls and took rooms at Mrs. Baldwin's boarding house. When the newspapers revealed the finding of the cigar case with the name "F.C. Benwell," in connection with an unidentified body, it was decided that the Birchalls would go to Princeton to enquire. Birchall told Pelly that he had received word from Benwell, who, he claimed, had gone to New York, and Pelly agreed to go there to see whether he had arrived in that city. Of course he found no trace of the young man, and his suspicions by now fully aroused, he returned to Niagara Falls to learn that Birchall had identified Benwell's remains and was under surveillance by detectives. Pelly went to the residence of Magistrate Hill, told his story, and Chief Young was called in. A warrant was issued for Birchall's arrest.

At his appearance before Judge MacMahon in Woodstock, Birchall entered his plea of "not guilty," and thus began what has been called the most remarkable murder trial ever held in this country. Court was convened in the Woodstock Town Hall, and the judge established his bench on the stage. Before him, more than forty reporters from the principal newspapers in the United States and Canada occupied a large area of the courtroom. The gallery, the aisles, and the main floor of the town hall were jammed with onlookers, many of whom were women, and one enterprising citizen had suspended a microphone from the ceiling, with wires running to a sittingroom in a nearby hotel. Thousands of men and women congregated in the market place in Woodstock, across from the town hall, eagerly awaiting a glimpse of the prisoner. Birchall was defended by Mr. George Tait Blackstock, QC, and his assist-

ant, S.G. McKay of Woodstock. The Crown, represented by Mr. B.B. Osler, QC, who was assisted by the deputy attorney general of Ontario, J.R. Cartwright, and the crown attorney, F.R. Ball, called more than thirty witnesses for the prosecution. The jury required only ninety minutes to reach and return the verdict of guilty. Reginald Birchall was sentenced to be hanged on November 14, 1890.

While in Woodstock jail, Birchall was prevailed upon to write his autobiography, a lengthy treatise which included his own account of the events aired at his trial, and the manuscript was completed by him on November 12, two days before his scheduled execution. The biography, along with an account of the trial, entitled, *Birchall – The Story of His Life, Trial and Imprisonment, as told by himself*, was published by the Mail Printing Company. In keeping with contemporary custom, the book also contained a detailed and lurid description of the events surrounding the execution.

The arrival of the executioner in Woodstock was carefully noted, and an interview was arranged by the reporter of *The Mail*. J.R.R. Radclive of Toronto was considered a very professional hangman, having had experience, he claimed, in some eighteen executions. He had arranged to have the scaffold in Woodstock built higher than was customary for him because, he asserted, “the rope ... will be worth a dollar an inch” to souvenir seekers.<sup>9</sup> The complex scaffold itself was described to its exact specifications and operation, including the method by which Radclive would execute the condemned man. The rope would be placed around Birchall’s neck as he stood below the scaffold, then passed through overhead pulleys and attached to a suspended 350-pound weight. The hangman would release the weight to effect his duty. Everyone who had attended upon the condemned man in his last hours—Dean Wade, Birchall’s spiritual advisor, Dr. Rice, and Deputy Sheriff Perry—was interviewed and quoted at length by the enterprising reporter. They all related the details of their visits for the edification of readers of *The Mail*, and even Mrs. Birchall’s last moments with her husband were conscientiously reported.

Outside the walls of the jail, that grey November morning, a great crowd gathered, clamouring for admission, and many of those who were refused climbed neighbouring trees in order to view the proceedings. The roofs of buildings nearby were also used, while inside the prison yard, two hundred witnesses had assembled. At 8:29 A.M. on Friday, November 14, 1890, Reginald Birchall was hanged. The sentence of the court had been carried out,

and the reporter of *The Mail* described the execution as “very impressive.” Not even the smallest detail was omitted; nothing was left to the reader’s imagination.

## 5

By 1891, Ontario’s population had grown to more than two million, although the rate of growth had not been very impressive since Confederation and was to remain almost static for the next decade or so. John Murray’s duties had been expanded to include those of coroner in 1890 when the Coroners Act was introduced, and he now presided at inquests. In 1892, a third government detective was added to the staff of the attorney general’s department. William D. Greer was born in Cavan Township near Peterborough and had served as a Simcoe County constable at Cookstown and Barrie for nearly twenty years before his provincial appointment. As early as the fall of 1887, Greer had accepted some assignments from the deputy attorney general, and for at least a year before being engaged as a detective, he had been investigating murder cases for the Province.<sup>10</sup>

Methods of communication were increasing and improving rapidly in Ontario during the last part of the nineteenth century. The telegraph had been in use since American civil war days, and the telephone had been invented in the seventies. In addition to the Bell Telephone Company, a number of independent systems were emerging, even in the more remote areas such as those served by the Manitoulin and North Shore Telephone and Telegraph Company.<sup>11</sup> Wanted notices were circulated to other police agencies as postcards bearing highly-detailed notices, such as:

## Wanted for Murder

Alexander Duff, alias Alexander Matheson, Scotchman, about 6 feet, 40 years age, 200 pounds, bluish eyes, sandy chin whiskers and moustache, sandy hair, scar on top of head, large scar on groin, drinks hard, dissipated look; plays violin—can play behind his back; sings a comic song; quick on his feet. Claims to be a Freemason and travels on it. Claims to be a champion hammer thrower, and offers to bet he can throw 6 lb. hammer further than anyone can throw a nail hammer. Is quite a bully and claims to be a pugilist. Talks Gaelic. Is known in Michigan



by name of Matheson. Will likely be found around saloons or houses of ill fame. Will pay \$100.00 for arrest or information as will lead to arrest.

Communicate with

Jos. E. Rogers,  
Ontario Government Detective.

Toronto,  
January 31, 1889.<sup>12</sup>

Arthur Sturgis Hardy replaced Mowat as Premier of Ontario in 1896 and like his predecessor, was beset with increasing demands for more stringent liquor controls. The Women's Christian Temperance Union continued to press for prohibition and had, by this time, become concerned with the use of tobacco and drugs as well as liquor.

Ontario had built some 4,500 miles of roads by 1896, and there was concern over the adequacy of existing highways. The Good Roads Association was organized by the Ontario Department of Agriculture to improve the thoroughfares of the province, and an Instructor of Roads was appointed.<sup>13</sup> A great majority of rural roads were little better than trails and during the fall and spring months, were practically impassable quagmires.

From the Ottawa River valley westwards through Muskoka and the Algoma district, more than one hundred townships had been surveyed and set aside as free grants. Twenty-five thousand persons had settled across this broad, northern belt, taking up about three million acres, but the homesteads that had grown with the lumber camps were being abandoned as the camps moved on.

The three government detectives had their titles changed to inspectors of criminal investigation about 1895, and on the Detroit River frontier, Thomas McKee resigned and was replaced as chief by Alfred Campeau on September 12, 1896. By the end of the century, some fifty provincial constable appointments had been made since John Murray's in 1877, but there were probably only fifteen or sixteen such officers performing constabulary duties by 1900. In most cases, the constables served on a part-time basis only and were permitted to have other occupations as well. The salaries paid to them by the government were usually augmented by fees for such services as delivering subpoenas, executing warrants, and appearing in court to give evidence.





*Road building near Fort Frances. (Ontario Archives, S. 11449)*



*Cobalt in 1905. (Ontario Archives, S. 7671)*



*Construction on the Temiskaming and Northern Ontario Railway. (Ontario Archives, S. 16175)*

While the extended jurisdictional authority of provincial constables had improved their ability to pursue and apprehend criminals, poor remuneration was still much to blame for the poor state of policing to be found in rural Ontario. On March 1, 1895, a group of concerned policemen and others interested in law enforcement, gathered together in the Court House in Hamilton to form the Ontario Provincial Constabulary Association and to express to the government the concern that "... those living in rural districts could be protected from criminals who infest the country."<sup>14</sup> A brief was drawn up for presentation, proposing what Premier Macdonald had proposed twenty-five years before: the establishment of a provincial constabulary bureau to draw together rural constables under the aegis of the provincial government. The brief sought an improved constables' fee structure and the reasonable reimbursement of monies expended in constabulary duties. The new association also discussed and considered the matter of a provincial constabulary under the attorney general's department.

Should the government see fit to adopt the proposals, "Farmers would no longer dread the unwelcome visits of impertinent, lazy, thieving, and barn-burning tramps, and would no longer fear nocturnal visits of cattle and chicken thieves, while the general public could more safely travel from county to county without the almost constant danger of coming into collision with city toughs, whose operations are now confined to districts where there is no proper supervision."<sup>15</sup> Those claiming membership in the Ontario Provincial Constabulary Association included Hugh McKinnon, "Supt. Detective Agency, Hamilton"; Samuel McElwain, a constable of Toronto; J.R. Dowd, the high constable for Welland; and P. Hefernan, a provincial constable from Walkerton.<sup>16</sup>

In 1899, the South African War began, and during the three years that followed, some eight thousand Canadians went overseas to serve, more than a third of whom were from Ontario. At home, the settlements of Keewatin, Norman, and Rat Portage merged to become Kenora, and on October 21, George William Ross was elected Ontario's fourth premier.

## 6

On April 21, 1900, three men, John Walsh, John Nolan, and Luke Dillon attempted to disrupt the Welland Canal by blowing up Lock Number Twenty-four at Thorold with dynamite. Walsh and

Nolan had been sent from Dublin to the United States for this very purpose, to be met there by Dillon (whose real name was later disclosed as Karl Dullman). The trio were members of an Irish home rule organization known as the Clan-na-Gael, which aimed to prevent the shipment of grain via the canal to the British Army in South Africa. A bag of explosives was dropped into the canal, and the ensuing explosion was felt throughout the community. Walsh and Nolan fled on foot, but were arrested near Niagara Falls by Provincial Constables William H. Mains and Patrick Kelly of the Ontario Police and Constable Adelbert Clark of Thorold. The third man was arrested shortly afterwards in possession of dynamite in a Niagara Falls hotel room. John Murray, the government detective, was called in.

Much commotion in the community over the affair, and talk of a lynching, resulted in the calling out of the 44th Battalion of Militia to guard the prisoners. At the conclusion of the trials, all three were sent to Kingston Penitentiary.

Mains' recognition for his part in the affair was soon forthcoming, though hardly in a way he would have wished; Chief Thomas Young, who had been ill for some time, died on February 28, 1901, and William Mains was promoted in his stead the following day. His salary was to be the same as Young's had been—three dollars per day. Chief Mains had come from Dunnville in 1892 to join the frontier force, and as chief, he was kept busy over the following years when Niagara Falls was the centre of construction for a number of hydro-electric power installations. Many of the construction workers were foreigners and therefore considered troublesome by the authorities; drunkenness reached such serious proportions that it was considered a very real threat to the peaceable pursuits and physical well-being of the local citizens.

On November 23, 1904, John Wilson Murray was named chief inspector of criminal investigation. The Order-in-Council gave notice, however, that the designation was not intended to authorize any increase in salary, nor to give Murray any authority over the other inspectors who would continue to receive their direction from the deputy attorney general. It was intended as "a complimentary recognition of the services rendered to the Government and the public by a very old and faithful officer."<sup>17</sup>

At Trout Lake, near North Bay, the first sod for the building of the Temiskaming and Northern Ontario Railway (T. & N.O.), which was destined to run north to James Bay, had been turned on May 12, 1902. Ten large survey parties, accompanied by geolo-



gists, foresters, and agricultural experts, were sent off that summer to explore the country to the north between the Quebec border and the lands north of Superior. Around Lake Temiskaming, on the boundary with Quebec, there were known to be good farming areas which had already seen some settlement. To the north and west of the lake lay thousands of acres of arable land, while further north still, was the great clay belt extending northward along the height of land and westward from the Quebec border through Nipissing and Algoma Districts into the District of Thunder Bay. This was "New Ontario."

It was intended that the T. & N.O. would begin in North Bay and, at first, extend as far as Lake Temiskaming; then, as money allowed, the rail would continue northwards. By the end of 1904, tracks had been laid as far as a temporary terminus at New Liskeard, a little over a hundred miles from North Bay; trains were already in operation, and Haileybury was the major point on the line. A new, transcontinental railway being built by the federal government was intended to cross New Ontario from east to west and would meet the T. & N.O. near Iroquois Falls at a junction that would later be known as Cochrane.

In the fall of 1903, silver was discovered along the line of railway construction at Cobalt, and the rush was on. Over the next year, a vast tent city mushroomed around the shores of Cobalt Lake as thousands of hopefuls poured into the area. The need for some law enforcement to maintain the peace soon manifested itself, but it was not until 1905 that the first provincial constabulary appointment was made. The request for such an appointment, made by a lawyer in Toronto of all places, was characteristic of the methods used in those times. Mr. E.B. Ryckman, of "Ryckman, Kirkpatrick, Kerr and MacInnes, Barristers, Solicitors and Notaries, etc.," wrote to the Premier of Ontario on August 18, 1905:

The bearer of this note is Mr. George Caldbick, who has been a member of the Toronto Police Force for eight years past. Mr. R.R. Gamey has asked me to introduce him to you, in order, if possible, that he may obtain the appointment of Constable at Cobalt.

Caldbick is a good man, and if this appointment is open, I believe the Government could not make a better choice. Our friend Gamey is particularly anxious that Caldbick should get the position if it meets with your view.

I am troubling you in the matter because, as I am informed,

the Attorney General is absent and as Caldbick and all his connections have been good Conservatives, it will not be a moment misspent if you will allow him to see you and merely state his qualifications.<sup>18</sup>

George Caldbick was appointed a provincial constable as requested and proceeded to Cobalt. His duties were such that by the following spring of 1906, it became necessary to provide him with some assistance, and two additional constables were sent to help: Samuel Woods of Toronto, and Captain John Donald Mackay of Campbellford, who were appointed constables for the District of Nipissing on April 10, 1906. Many years later, Mackay was able to recall clearly the resentment and hostility that was encountered in Cobalt when the police detachment was first established there. A number of very unpleasant incidents occurred, which were intended to discourage a police presence and intimidate the constables. The constables' salaries were set at sixty dollars a month, and they were each allowed, in addition, one dollar per day for board. Two months later, Walter Paul was appointed a provincial constable at nearby Haileybury.

In the District of Parry Sound, in 1902, the Canada Atlantic Railway submitted to the government of Ontario a rather unusual proposal. The railway wished to hire Provincial Constable Duncan McRae and station him at Depot Harbour at a salary of \$600 per annum, and the government was asked to provide a third of this amount. The proposal was actually approved, provided that the district crown attorney might call upon McRae's services on special occasions. Duncan McRae had previously been appointed a constable for the District of Parry Sound and the lockup keeper at French River in 1893.<sup>19</sup>

At Charlton, in 1907, the Temiskaming and Northern Ontario Railway Commission was building a branch line. The behaviour of the railway construction crews had caused the citizens of Charlton and the settlers of the surrounding areas to urge strongly the appointment of a provincial constable, at least until the construction had been completed. Another veteran and war hero was appointed: R.J. Stallwood, who had served under Lord Kitchener and had been awarded the Distinguished Service Medal.

## 7

John Murray, the first provincial constable of Ontario, died at his home in Toronto on June 12, 1906. He was held in such high esteem by his contemporaries that the announcement of his demise, his photograph, and his obituary were carried prominently on the front page of *The Globe*. He was referred to as the most famous police official in Canada, and his career was reviewed in great detail; his naval service, his adventures with the Canada Southern Railway, and his many years as a government detective were recalled. The respect accorded him is reflected in the following paragraph from the newspaper account:

John Wilson Murray, for 31 years a detective in the employ of the Ontario Government, was one of the most widely known of men. His fame was international, thousands of people knew him by sight, many hundreds prized the pleasure of his acquaintance. In his time, he travelled through almost every known country, and he frequently attained success in his objective when others had given up in despair, declaring the task beyond the bounds of human achievement. He was proud but not boastfully so, of his work, and to the very day he was stricken, his physical and mental energy and capacity warranted the belief that he would continue for many years in harness, a terror to the evildoer, a delightful companion to those worthy of his companionship. His knowledge of the criminal classes was amazing, even for a man who had been so long a detective as he had—and he was one of that profession long before coming to Canada. He not only knew by sight many leading criminals besides those he had himself arrested, but he kept himself well informed as to the noted criminal men in many countries. “You never can tell,” he used to say, “they might drift to Canada any time.”<sup>20</sup>

The government detective staff continued for a time with only the two inspectors: Rogers and Greer. On December 1, 1907, John Miller of Hamilton was appointed an “Inspector of Criminal Investigation Department” and a provincial constable, by order of the lieutenant governor.

The seeking of provincial constable appointments became more





*Cobalt railway station, 1906. (Ontario Archives, S. 7671)*



*Silver bullion recovered, Cobalt. left to right: J.D. Mackay; G. Caldbeck; Jerry Lefebvre. (Cobalt's Northern Ontario Mining Museum)*

popular during the first decade of the twentieth century, from some fifty appointments made during the first twenty-three years since The Constables Act first came into being in 1877, to almost double that number between 1900 and 1910. The duties of the Ontario Police on the Niagara frontier had been eased a little in 1887 when some constables were hired to police the new Queen Victoria Park, and in 1901, the seven members of the Park Police were granted temporary provincial constable appointments. Andrew Murray was appointed that year to the Detroit River police, to be stationed at Sarnia, replacing John T. Yorrell, and Major Thomas A. Walker, formerly with the 77th Battalion of Infantry, was made a provincial constable of the Ontario Police at Niagara. Curiously, a number of village constables in Southern Ontario were granted the powers of provincial constables in such places as Alvinston, Hensall, and Ayton, although one can but speculate upon the need for the extended jurisdictional authority. In Toronto, on February 28, 1908, Frederick Arnold of the Alexandria School for Girls was appointed a provincial constable.

Ontario's first motorist had appeared on the scene in 1898 when John Moodie of Hamilton imported a gasoline-powered "Winton" from the United States.<sup>21</sup> In 1907, a number of gentlemen were granted temporary provincial constable appointments to enforce the Automobile Act in their respective neighbourhoods, at a salary of \$2.50 per day. Robert Burns was granted authority over a rather interesting "neighbourhood": "Kingston Road and other places east of Toronto."<sup>22</sup>

In Northern Ontario, provincial constables were appointed at French River, Gore Bay, Killarney, Atikokan, Chapleau, Sudbury, Little Current, and Wahnapiatae. Others were located at Blind River, Englehart, Latchford, Matheson, Fort William, Nipigon, North Bay, and Elk Lake. Nairn Centre, Sturgeon Falls, Warren, Chelmsford, Providence Bay, and Port Arthur, as well as Orrville, White River, Michipicoten, Copper Cliff, Byng Inlet, and McDougall's Chute had provincial constables.

In the older part of the province, outside the cities and larger towns, the enforcement of the law was still in the hands of hundreds of village constables. A contemporary newspaper account described a typical village constable as a local boy who, growing tired of farming, got a job looking after the firehall in town. He eventually became the caretaker of the town hall, with its "opera house" upstairs, and was probably appointed "pathmaster" with authority to cut all weeds along the streets and to impound cattle

wandering at large. When not otherwise engaged and when a dire need arose, he went out to make arrests. He was reported, on occasion, to have slept through such events as explosions that shook the town, only to learn in the morning that safe-blowers had been busy at the bank.<sup>23</sup>

The salaries paid by the government to provincial constables varied widely. As an example of the diversity of wage scales, at Niagara, Patrick Kelly was hired at \$600.00 per annum, Cecil McKenzie at \$1.50 a day, and William McHattie earned \$50.00 a month. At Sarnia, Andrew Murray received \$750.00 a year, while Samuel McElwain, appointed temporarily at French River, was granted \$41.66 monthly, plus a further \$20.00 allowance for board. Robert Pirie, at Chapleau, earned \$150.00 for a year's work, "plus fees," and J.A. McDonald was appointed in Whitney in 1907 at no salary at all.

It is doubtful if the government provided its provincial officers with anything more than their wages and allowances, with the exception of those at Niagara and Rat Portage, who were given uniforms and fur outer clothing respectively, at government expense. Perhaps the letter of appointment was deemed sufficient to identify a provincial constable and serve as his warrant of authority, because no badge or other sign of such constabulary authority appeared to exist. One enterprising appointee, however, felt that some visible token of office would be advantageous to him: James Sheridan, at Kenora, ordered a shield-shaped metal badge bearing the inscription, "PROVINCIAL POLICE" from the Manitoba Stencil and Stamp Works in Winnipeg on August 6, 1907. It cost him one dollar and fifty cents—less a fifteen percent discount of twenty-two cents.<sup>24</sup>

Considering the vastness of some territorial jurisdictions, particularly in New Ontario, and the part-time nature of the constabulary duties of many provincial constables, that they were left much to their own devices evokes little surprise. There was virtually no supervision and little accountability, and yet, many of those early police pioneers displayed a dedication and willingness far beyond what the province might realistically have expected. Their duties often took them far from their homes and families for extended periods, and there were many hardships inherent in the pursuit of lawbreakers in their day. Where roads existed, the constables were able to use horses, but more often than not, they walked; in the winter, snowshoes often replaced other means of transportation. Yet, for all this freedom of action and remoteness



from the authorities, these rugged men were still held accountable, to some degree, for their activities and behaviour. In the month of July, 1905, alone, for example, the constable at Manitouwaning was removed from office for "incompetency, neglect of duty, and political partisanship"; a Sudbury provincial was sacked for political partisanship, and in the south, one of the Niagara frontier officers was removed and his appointment as a provincial constable revoked "for intemperance and inefficiency."<sup>25</sup>

## 8

In 1909, in Cobalt, a town police force under Chief Burke co-existed with the provincial officers under "Chief" George Caldbick, as he was known locally. The latter had recently been active in the investigation of a stabbing incident at Iroquois Falls and dealing with thefts of high grade ores from the mines in the district, but that summer, the largest criminal endeavour yet to be encountered occurred in the booming area, where more than one hundred mining properties were being probed and ore was being extracted. It was the custom for miners and operators alike to abandon their mines each evening to seek their pleasures in Cobalt, and the employees of the Nova Scotia Silver-Cobalt Mining Company, a few miles from town, were no exception. One night, the cement vault containing the company's silver bullion was attacked and holed, and twenty-five ingots of pure silver, each weighing 100 pounds, were stolen. Caldbick and his men were sent for, and lacking any clues as to the identity of the culprits, they began a search of the surrounding forests for the loot. They spent a week looking into abandoned test pits and surface ditches, or anywhere else they could think of as a likely hiding place; Jerry Lefebvre, the provincial constable at neighbouring Latchford, also came over to help. At last, in a rock dump near the O'Brien Mine, they found a dozen or so of the missing bars of silver. Of the rest, nothing could be found, despite continued searching. Pursuing every lead and checking into every scrap of information he was able to glean, Caldbick finally identified a band of local miners as the thieves. They were arrested and tried, and all were sentenced to long terms in Kingston Penitentiary. The remaining silver was recovered from the bed of a stream near the Nova Scotia mine.

No doubt the good citizens of the Cobalt area, by this time, appreciated having their police and were likely satisfied with the

services they provided, even before the successful conclusion of the great bullion robbery case. Perhaps to caution the townspeople against over-confidence in their constables, however, the *Cobalt Nugget*, on May 4, 1909, published an item for their cogitation: the entire police department of the city of Pittsburgh, Pennsylvania, had been fired for snoring while on night duty.

## 9

A devastating fire occurred in Cobalt on July 2, 1909, which destroyed more than one hundred buildings and left three thousand people homeless. One person was killed and eight more injured or missing, and property loss was estimated at a half million dollars. Provincial Constable Mackay and other police officers were kept busy arresting looters during the week that followed. Elsewhere in the province, two hundred barrels of beer had been seized and confiscated at Elk Lake in a general cleanup of “blind pigs” by Provincial License Inspector George Morrison. The speed limit established by the province was ten miles per hour in built-up areas, while one could drive one’s automobile up to the limit of fifteen miles per hour outside the towns; at North Toronto Police Court, James Cox was fined one dollar for driving his horse on the



Elk Lake blind pigs raided. (Ontario Archives, S. 15000)



wrong side of Yonge Street. Gold was discovered at Night Hawk Lake, near Matheson, along the T. & N.O. Railway line; while at Rainy River, three bandits succeeded in escaping after robbing the Bank of Nova Scotia of \$10,000 in cash. The entire west wing of the Legislative Building in Toronto, which housed the library, was gutted by fire, and Inspector Joseph E. Rogers was assigned to investigate the cause of the blaze. The *Toronto Telegram*, on August 13, 1909, reported that an insane Indian had been brought from Missanabie to Moose Factory by Detective Giroux and Dr. Dunnett. He was alleged to have killed several native people. He was a huge man, weighing two hundred and fifty pounds, according to the report, and had to be manacled for the entire two hundred mile canoe trip from Moose Factory to Cochrane, enroute to the asylum in Hamilton.

The Dominion Police, of which Giroux is believed to have been a member, had been raised in 1868 by Gilbert McMicken and Charles J. Coursol, who were appointed the first commissioners of police for Canada. McMicken left Ottawa in 1871, taking two of his constables with him to Manitoba, where he established and was named first commissioner of the Manitoba Provincial Police. He was succeeded in Ottawa by the deputy minister of justice, Col. H. C. Bernard, C.M.G., who was appointed acting commissioner until June, 1880, when Augustus Keefer was made commissioner. In 1882, Percy Sherwood was appointed to the Dominion Police as superintendent and became commissioner in 1885 on the death of Keefer.

To the original duties of guarding the Parliament Buildings in Ottawa, undertaken by the embryo force, the Dominion Police gradually assumed the responsibility for policing navy establishments in the Maritimes and for enforcing federal laws respecting counterfeiting and white slavery.<sup>26</sup> The force also established a fingerprint bureau in Ottawa. By 1910, Dominion Police officers were to be found in various locations in Ontario, where they enforced the liquor laws in areas adjacent to public works.

In 1909, Ontario's new coat of arms was proclaimed on April 24 to enhance the Cross of St. George and maple leaf crest, which had been in use since 1868. The new insignia, designed by Toronto barrister E. M. Chadwick at the behest of Premier Whitney, added as supporters a moose and a Canadian deer, with a black bear at the top and a motto beneath: "Ut incepit fidelis sic permanet," which was translated as "Loyal she began, so loyal she remains" or "Loyal in the beginning, loyal still."<sup>27</sup>

## 10

By the end of the first decade of the twentieth century, the Ontario government was maintaining a criminal investigation unit of four inspectors (Henry Reburn of Toronto had been appointed on March 20, 1909), as well as police forces on the Niagara and Detroit River frontiers and in the Thunder Bay district. In addition, there were, perhaps, upwards of seventy provincial constables serving as small police forces in many parts of the province. The time had come to draw these widely dispersed services under one administrative umbrella, and a re-organization of provincial constabularies was envisioned by the provincial attorney general, the Honourable J.J. Foy. The word of such a plan soon leaked out. On March 2, 1909, *The Globe* in Toronto devoted considerable space to speculate on what it termed an "Outline of Big Project for an Efficient System." Although no announcement had been made by the government, the newspaper declared that, "The Ontario Provincial Police" would be established to make Ontario "feared by evildoers and respected by the people at large." On June 11, *The Telegram* reported that, "in connection with a rumour respecting the organization of the Ontario Provincial Police Force," the Ontario police would assume total responsibility for matters of extradition and the return of fugitives from foreign countries.

The final speculation by the press appeared in *The Telegram* on October 13, as the Ontario cabinet concluded considerations for the attorney general's "new system." Mr. Foy declined to comment until the lieutenant governor, who had just arrived in town, had signed the Order-in-Council. The reporter believed, anticipating official confirmation, that the new chief of the Ontario force would be designated a superintendent and that he would be responsible to an advisory board consisting of the attorney general, Chief Provincial License Inspector Mr. Eudo Sanders, KC, Mr. E. Tinsley, Superintendent of Game and Fisheries, and the deputy attorney general, J.R. Cartwright.

Lieutenant Governor John Morrison Gibson approved and ordered the Rules and Regulations respecting the Ontario Provincial Police Force on October 13, 1909. This was the real beginning.



*Superintendent J.E. Rogers.*

# 3

## *Head Office*

There shall be a force of police Constables to be known as the Ontario Provincial Police Force.

The Ontario Provincial Police Force was to be under the control and authority of the attorney general of the province, and headed by a superintendent. To assist in the administration of the new organization, divisional inspectors were to be appointed to command the provincial constables in the field, and the inspectors of criminal investigation were to provide the same services throughout the province as they had done previously.

On October 13, 1909, Joseph Edwin Rogers was appointed superintendent, and William D. Greer was named senior inspector to direct the criminal investigation complement and to serve as Rogers's second-in-command. George Caldbick of Cobalt was appointed Inspector of Police, Northern Division, and William H. Mains of Niagara Falls was appointed to the same position for the Southern Division.<sup>1</sup> The announcement of the appointments was made the following day by Attorney General J.J. Foy, who explained that in the past, the decision on whether or not a police officer was needed in any particular locale had been left to the member of the legislature for the area. This system, he contended, was neither right nor wise. The organization of the new force reflected a desire by the provincial government to create a systematic method of administering policing services in Ontario under one central authority. The newspapers, in carrying the story of the organization, reviewed Superintendent Rogers's previous experience as a government detective, and the reader would likely have been left with the impression that a favourable appointment had been made unless he happened to be a reader of *The Globe* and turned to the editorial page of the paper on October 14.

The disparagement of Joseph Rogers was incredible. Calling his



appointment "inexcusable," the editor of the Toronto newspaper continued: "If ever an office called for a man of first class intelligence, indefatigable energy, unswerving loyalty to duty and justice, and a professional record untouched by reproach, it was that of executive head of the proposed Provincial Police Force. If ever an office of supreme public responsibility was filled with inferior talent, it was in the appointment of Inspector Joseph Rogers to have command of the organization and management of the police forces of this Province." Declaring that the government's new plan for policing was thus doomed to failure, the outraged editor blamed Rogers more than any other official for "the disgraces and miscarriages that had marked the investigation and prosecution of crime for years."<sup>2</sup>

The reason for such a bitterly scathing condemnation has been lost with the passage of time, but such passionate animosity is difficult to understand today. Joseph Rogers was to lead the Ontario Provincial Police successfully for more than a decade—years when the very survival of the force must have been in serious question.

## 2

The team chosen to organize the new police lost little time getting started. A headquarters was established in the Parliament Buildings in Toronto and the division of the province for the purpose of provincial policing was undertaken. The Southern Division under Inspector Mains was to include the frontier regions of Niagara and the Detroit River, as well as the more northerly posts located at Bala, Parry Sound, French River, Byng Inlet, North Bay, Sudbury, Blind River, and Sault Ste. Marie. Inspector Caldbick's Northern Division would consist of all detachments in the rest of New Ontario from Cobalt in the east to Kenora in the west.

Superintendent Rogers set out to contact all provincial constables who had been appointed in Ontario—a monumental task with the paucity of records available to him. He also got in touch with a number of district constables in the north to begin the selection of those who were to be included in the new organization. The new Ontario Provincial Police Force regulations required that all those to be appointed must be able to read and write, be of good moral character and habits, and be "possessed of a respectable suit of clothing (not uniform)." Each force member would be





*Divisional inspectors. left, W.H. Mains; right, G. Caldbeck.*

required to devote his full time to constabulary duties, and the pursuit of any other occupation or calling would not be permitted. Additionally, the established practice of accepting gratuities, rewards, or fees for duties performed would no longer be allowed for the salaried provincial constables, and members of the force would be prohibited from frequenting bars or "houses of ill-fame" except in the discharge of duty. The regulations also established for the first time a code of behaviour for provincial constables which was to become a firmly entrenched tradition of the Ontario Provincial Police. Members of the force were constrained by regulation to be civil and attentive to all and were cautioned against such unacceptable behaviour as insolence, untruthfulness, loss of temper, unnecessary violence, or any conduct that might bring discredit on the office of provincial constable.

Such terms had the effect of limiting appointments to the new police force. Some provincial constables presumably failed to measure up to the standards set for the force, while others were likely not prepared to forego such perquisites as fees and gratuities. From the frontier police forces, ten constables were selected from the Niagara Peninsula for appointment to the provincial police, and from the Detroit River frontier came two constables from Windsor. From Sarnia came A.E. Sarvis, and from Goderich, where he had been earning only thirty-three dollars a month, Richard Phe-

lan was selected. From across the province, many others were selected for inclusion in the new organization, but not all of those chosen were prepared to become members of the Ontario Provincial Police, finding the new regulations harsh and restrictive and not at all to their liking. The requirement for full-time constabulary duty, for example, was incompatible with other rewarding occupations in which some constables had been engaged for a number of years. Other constables who were not selected for inclusion in the new force were permitted to pursue their local constabulary duties as before and many were allowed to retain their provincial appointments and to serve, occasionally, for fees. The government, on occasion, would continue during the ensuing years to grant the powers of provincial constables to persons other than members of the provincial police force.

The selection of constables had been completed by the beginning of 1910, and salary scales had been decided upon by the government. Using the measure of experience and, in some cases, length of service to a community, each constable was classified and graded and his salary fixed accordingly. There were to be three classifications: "A" providing for a maximum annual salary of \$1,000, "B" at \$900 and "C" at a minimum salary of \$750 per annum. It was provided that a constable in Class "C", upon recommendation, might be raised to Class "B" after three years of service. After a further ten years, upgrading to Class "A" was possible.<sup>3</sup>

Rogers and Greer remained on provincial government payrolls as inspectors of criminal investigation until the end of 1909, and the Niagara and Detroit River police were paid under their own budgets for the remainder of the year. It was not until the beginning of 1910 that any monies were expended with respect to the new Ontario Provincial Police Force. In his first annual report made to the attorney general, Superintendent Rogers stated:

While the order for the re-organization of the Provincial Constables of the Province, as far as the various frontier points and the Northern and Western Districts were concerned, technically came into operation on the 13th of October, 1909, it was not until the beginning of the year 1910 that the Ontario Provincial Police Force really commenced its being as an active organization.<sup>4</sup>

The original members of the force on the first day of "its being as

an active organization," January 1, 1910, were:

Superintendent Joseph E. Rogers  
Senior Inspector William D. Greer  
Inspectors of Criminal Investigation  
    John Miller  
    Henry Reburn  
Divisional Inspector, Southern Division,  
    William H. Mains, Niagara Falls  
Provincial Constables  
    Alfred F. Campeau, Windsor  
    Charles Mahoney, Windsor  
    A.E. Sarvis, Sarnia  
    J.R. Dowd, Bridgeburg  
    T.D. Greenwood, Chippewa  
    Patrick Kelly, Niagara Falls  
    William McHattie, Niagara Falls  
    John Moore, French River  
    Samuel Flanagan, Sault Ste. Marie  
    A.E. Storie, Sudbury  
    W.L. Tremblay, Parry Sound  
    Michael McNamara, Niagara Falls  
    John N. Pay, Niagara Falls  
    C. Wadsworth, Queenston  
    J.W.R. Kee, Fort Erie  
    S.C. McElwain, Muskoka  
    W.J. Connor, Parry Sound  
    Charles Knight, Byng Inlet  
    Duncan McRae, North Bay  
    Angus Taylor, Blind River  
    J. Ramesbottom, Little Current  
    J.A. Shields, Manitowaning  
Divisional Inspector, Northern Division,  
    George Caldbick, Cobalt  
Provincial Constables  
    Hans Hansen, Ignace  
    John H. Cooper, Fort William  
    G.L. Gordon, Schreiber  
    R. Phelan, White River  
    W. Paul, Gowganda  
    Robert Rush, Algoma  
    John Graham, Algoma

J. B. Cayen, Algoma  
James McLeod, Algoma  
Harry Boyd, Nipissing  
Hugh McDonald, Kenora  
H. Kinch, Nipissing  
G. McCurdy, Chapleau  
J.A. Thompson, Webbwood  
Jerry Lefebvre, Latchford  
John D. Mackay, Cobalt  
Thomas Ellis, Manitoulin  
Thomas Griffith, Manitoulin  
S. Lovelace, Manitoulin  
W.R. Stretton, Thunder Bay  
T. Lamorandiere, Manitoulin  
K.D. Campbell, Fort Frances  
S. Woods, Cobalt

Within two months, fourteen of these constables resigned, and by the end of October, 1910, a further eleven members had separated from the force for one reason or another. During the same period, sixteen new provincial constables were appointed after being personally interviewed and selected by the superintendent.

### 3

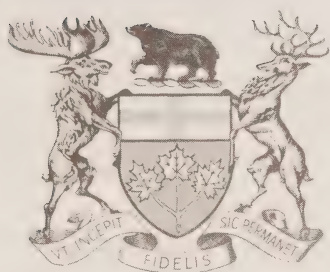
In Rogers's new headquarters, which he referred to as head office in his communications with his divisional inspectors, a large map of Ontario was prominently displayed on one wall. It was dotted with brass tacks representing the location of each member of the new Ontario Police. Although the greater number of tacks were positioned in the northern parts of the province, it was believed at the time that the provincial police would one day replace the rural constabularies in Southern Ontario. The new system of provincial policing was seen "as near perfection as criminal business can be made" by an inquiring reporter of *The Canadian Courier*, who went on to describe the amazing "fireproof Pinkerton Cabinet" in one corner of the superintendent's office: "Capacity two thousand photos—of all sorts and conditions of criminals likely to or that have already set foot in Ontario. Every photo corresponds to a slip which is filed below and that again to a chart which contains the gradual life history of every given crook or suspect."<sup>5</sup> For the



Ontario Provincial Police, the very latest techniques available to law enforcement agencies had not been neglected.

One of the commanding officer's first tasks was to go to Montreal and meet with head office management of the Canadian Pacific and the Grand Trunk Railways to arrange for transportation assistance for members of the provincial police. The companies agreed to provide passes to divisional and criminal investigation inspectors and to constables stationed along their respective lines, and in return, Rogers undertook to ensure that the force would provide some policing with respect to railway properties. Accordingly, one of the major hurdles to effective law enforcement, that of transportation, especially in the north, had been overcome to a great extent. Insofar as communications were concerned, Ontario already boasted nearly 460 independent telephone companies, in addition to a widespread telegraph system.

For a number of years, police officers at the United States border points of Niagara Falls, Fort Erie, Windsor, and Sarnia had been very much involved with trying to prevent the incursion into Ontario of undesirable aliens, and during 1910 alone, more than five hundred such persons were arrested. Hoboes or tramps travelling about the country were held largely responsible for an increasing



*Ontario's Coat of Arms.*



*Head Office: The Parliament Buildings in Toronto. (Ontario Archives, ST. 47)*





Grand Trunk Railway locomotive. (Ontario Archives, Acc. 12060-3)

**The Algoma Central & Hudson Bay Ry. Co.  
The Manitowish & North Shore Ry. Co.  
1911**

Pass -- Mr. S. G. Flannagan --  
Constable  
Ontario Provincial Police

UNTIL DECEMBER 31<sup>ST</sup> 1911, UNLESS OTHERWISE ORDERED

No. 340

*W. J. Flannagan*  
VICE PRESIDENT & GENERAL MANAGER

The Algoma Central and Hudson-Bay Railway Company pass, 1911.

number of criminal offences, and it had been necessary, as in the past, to organize raids on hobo jungles. In many cases, these tramps were illegal immigrants who had avoided police and immigration officials at the border. The problem was to continue for some years, despite deportations and even terms of imprisonment.

Probably one of the most important series of criminal prosecutions in which the new force was engaged in the first year of operation was connected with fraudulent claims for the payment of a provincial wolf bounty. In the Rainy River District in particular, the government paid out considerable amounts of money to trappers on the production of wolf pelts, only to learn later that coyote skins had been presented for payment. It was the practice to permit trappers to retain the pelts after payment, and this understandably led to abuses. In 1909 alone, Ontario paid out more than \$18,000 in wolf bounty money. Police investigation proved that some trappers were actually renting coyote skins in Manitoba and bringing them into Ontario for collection of the bounty. The skins were then usually returned to their Manitoba owners, but some, it seems, were repeatedly offered to government agents in order to collect multiple bounties. Twenty-two persons were charged by the provincials and convicted. Six were sent to prison and nine others were fined amounts exceeding a total of \$12,000. The results were immediately apparent: in 1910, Ontario paid less than \$15,000 in wolf bounties, and during the following year, the figure had dropped to a more realistic \$8,663.<sup>6</sup>

Enforcement of game and fish laws had been a responsibility of provincial constables since 1897, when "members of the Provincial Police Force" had been given the powers and authority of chief game and fish wardens under the Game Protection Act of 1893.<sup>7</sup> In 1910, such duties resulted in prosecutions against officers of the Hudson's Bay Company for being in illegal possession of beaver and other pelts, and fines of more than \$11,000 were levied. Enforcement of the Liquor Licence Act and the suppression of "houses (and tents) of ill-repute," particularly in the vicinity of the lumber and mining camps in the north, also claimed much provincial police involvement.

#### 4

In September, 1910, Provincial Constables Alfred Campeau and Charles Mahoney at Windsor were suspended from duty for refus-

ing to wear uniforms. Until May, the style of uniform for the Ontario Provincial Police had not been decided upon, but the *Toronto Telegram* had opined that a design similar to that worn by the Dominion Police would likely be adopted. This was described as having a tunic of blue serge with four pockets, and although helmets were favoured, stetson hats had been recommended as more



*Uniforms for the Provincial Police, 1910. left to right: T.D. Greenwood; P. Kelly; M. McNamara; J.N. Pay. (The Canadian Courier)*

serviceable. The idea of wearing any uniform at all was repugnant to some, and a few members of the force resigned rather than do so. It is doubtful if the storm of indignation anywhere else equalled that raised in Windsor. Campeau had been a highly respected police officer there for twenty-six years and was the only French-speaking officer of the Ontario force in the southwestern part of the province. Mahoney, with twenty-one years as a policeman, had been presented with a medal and a testimonial by the Windsor City Council for conspicuous bravery in the execution of his duties. He was said to be still carrying a bullet in his chest "as a souvenir of the memorable Battle of Belle River," where he was shot by George Brown; he had later been shot again by Jack Welch, an escapee from the Kingston Penitentiary.<sup>8</sup> A delegation of fourteen prominent Windsor men, including Mayor Hanna, Judge McHugh, and Magistrate Leggatt attended upon the local member of the legislature, the Honourable J.O. Reaume, to protest the sus-



pensions of Campeau and Mahoney, and a petition bearing many signatures was sent to the attorney general in Toronto.<sup>9</sup>

According to the *Windsor Evening Record* of September 13, 1910, the new uniform for the provincials had been decided upon in May and consisted of a blue tunic with high collar and brass buttons, with the large letters "O.P." on one side of the collar and a broad, yellow stripe down the trouser legs. A grey, broad-brimmed, flat-topped stetson, with cord and tassel, completed the outfit. The newspaper, calling the order for the wearing of uniforms absurd, also reported:

One prominent Conservative of this city declared that it would be like hunting ducks with a brass band for the provincial police to attempt to perform the duties of their office in uniform.<sup>10</sup>

A few days later, the *Evening Record* reported: "Hamilton paper thinks men who ordered detectives uniformed are dippy," citing the *Hamilton Herald-Independent*; the *Brockville Times* was quoted in its published condemnation of Superintendent Rogers.<sup>11</sup> Despite all, Campeau and Mahoney were dismissed from the provincial force. Mahoney joined the detective staff of the Regina, Saskatchewan, police; Campeau was appointed the high constable for Essex County and lost his life three years later engaged in his constabulary duties.

The uniforms of the superintendent and the divisional inspectors consisted of navy blue tunics with black buttons, heavily adorned with black braid. The headgear was a black, visored, military-type cap. No cap badge or other insignia is apparent in any contemporary photographs of either the inspectors or the constables, but Superintendent Rogers displayed an embroidered insignia on his cap which consisted of the recently adopted coat of arms of Ontario surrounded by a wreath of maple leaves. The issue of cap badges for all was anticipated at the outset, however, and William Scully of Toronto submitted a design on May 13, 1910, for "the proposed cap badge for the force, handsomely gilt."<sup>12</sup>

William Jesse Davis was appointed a member of the Ontario Provincial Police Force on July 15, 1910, to act as secretary to the superintendent. Davis, who had been the chief clerk in the registrar general's branch of the Department of the Provincial Secretary, was the first civilian, non-uniformed member of the force.

When the fiscal year ended on October 31, 1910, there were thirty-six detachments of provincial police located throughout the

northern parts of the province and at the frontier points, in addition to the head office in Toronto. In his first annual report, Superintendent Rogers submitted that the force, in its first ten months of operation, had become reasonably well-organized and that reports were forthcoming as planned. He expressed satisfaction with the improvement in the work of the constables since the early part of the year, thanks to the guidance provided, and commended Provincial Constables K.D. Campbell at Fort Frances, Charles Symons at Port Arthur, and Thomas Acton at Sarnia for the manner in which they performed their duties.

Before the provincial force had completed its first full year of operation, Inspector Caldbick at Cobalt found it next to impossible to adequately administer his vast Northern Division, especially with the requirement for conducting regular inspections. A third division, the Western, was therefore created on November 1, 1910, under the command of newly promoted Divisional Inspector Maurice Emmons at Kenora. The new division was composed of the detachments at Kenora, Ignace, Fort William, Schreiber, White River, Fort Frances and Chapleau.

## 5

Devastating fires were the bane of Northern Ontario towns, many of which had been hastily constructed in the wake of booming mining and lumbering operations. In the great fire of Cochrane in July, 1911, more than seventy persons perished, and fifty stores, fifteen hotels, four churches, and two schools were destroyed. The provincial police were called upon for help in many ways in this disaster, as they were again in 1912, when the town of Timmins suffered a ruinous blaze and was all but totally destroyed. Arson was a problem then as it is today, and Superintendent Rogers, whose duties as head of the provincial police included those of a provincial coroner, conducted a number of inquests into deaths resulting from incendiarism.

On the frontiers, in addition to the seemingly never-ending work of coping with the influx of undesirables, the provincials had their work cut out seizing handguns and other firearms, particularly following the enactment of the Offensive Weapons Act, which authorized searches for concealed arms. So many cheap revolvers "of the class the sale of which is prohibited in Ontario"





*The first relief train into South Porcupine after the 1912 fire. (Ontario Archives, S. 13728)*



*Provincial Police on strike duty in South Porcupine, 1912. (H. Peters, Timmins)*

were confiscated at Niagara, that on one occasion, the provincial police threw two basketsful into the Falls.<sup>13</sup> Ontario's offensive weapons legislation so impressed the International Association of Chiefs of Police at their convention in Rochester, New York, in 1911, that copies of the Act were ordered sent to each governor of each state in the Union. Rogers's attendance began a long association with this international organization by succeeding leaders of the Ontario Provincial Police over the ensuing years.

One of the most difficult laws to enforce, and one that caused the police considerable concern, was the Liquor Licence Act. Though constantly under pressure from the majority of the populace to suppress the illegal traffic, little support from the citizenry was forthcoming. Increasingly, quite a number of people in the community were not in sympathy with the work of enforcement, particularly in the mining communities in the north, such as those in the Cobalt and Porcupine districts. The provincial police annual report for 1911 explained:

There is, perhaps naturally, a reluctance on the part of many excellent citizens to take the role of informers against their fellows, but at the same time, they do not hesitate to criticize the police officers if certain matters are not carried out as they consider they should be.

There was no limit to the ingenuity brought to bear to concoct schemes to confound the law. The annual report continued:

The means used to get liquor into the North Country provide an interesting study. In one case, the Constables had to unload a car of coal before they could find a suspected shipment. In another case, the liquor was shipped in an unsuspecting looking box of butter. In a third it was hidden in the midst of a car of lumber addressed to a clergyman. A package of dry goods addressed to another clergyman, was found to contain a dozen bottles of whisky. "Hardware" was the description of another consignment, while more than once bales of hay have been found to contain highwines and other liquors. In one case a Constable travelled day and night by canoe, and succeeded in catching two enterprising persons who were availing themselves of the network of waterways in the North to take in some hundreds of bottles of whisky to the Porcupine district.... Whisky has been found concealed in the ladies' lavatories on the trains, in barrels

labelled "Gasoline," in barrels of vinegar with ingeniously contrived inner receptacles, and buried in the woods.<sup>14</sup>

In that year alone, the provincials seized 6698 bottles, 5 barrels, and 164 gallons of whiskey, 237 gallons of highwines, 310 cases of beer, 2 barrels of ale, 240 bottles and 18 barrels of wine and 48 bottles of gin. Fines imposed with respect to the Liquor Licence Act totalled more than \$15,000. Considering the size of the force, it can readily be seen that a good deal of the provincial policeman's time was taken up with liquor law enforcement.

The Public Accounts for the administration of justice recorded with the provincial legislature for the initial year of the provincial police reveal some interesting aspects of expenditure. The superintendent was, as expected, the highest paid official of the force at \$2,500 annually, and Greer, as senior inspector, earned \$1,950. Oddly, Divisional Inspector Caldbick, with but six years service with the province, earned more at \$1,700 than his southern counterpart, Inspector Mains, who had been on the provincial payroll for nearly twenty years and who was paid only \$1,500. On behalf of the Ontario Provincial Police Force in 1910, the government paid \$275.00 to the Pinkerton National Detective Agency for the cabinet and file, \$5.00 for a one-year subscription to the *Toronto Globe*, \$4.00 for the *Mail and Empire* and \$7.00 to *The Detective*, a publication of the Detective Publishing Company. A book on police administration was purchased, and \$3.00 worth of streetcar tickets were obtained from the Toronto Street Railway Company. A Mr. F. Schnauffer was paid \$1.60 for dressing a wolf skin, and the Timothy Eaton Company provided a picture frame and a whisk for \$1.20. Uniforms were supplied by J.H. Trimble, and it would appear that William Scully's tender for the supply of badges had been turned down in favour of the firms of Austen and Graham, and Farrance and Jenkinson. A.A. Allan and Company were the suppliers of headgear.

Other expenditures included more than \$400 annually in premiums on insurance policies with the London Guarantee and Accident Company. Each member of the force was insured against injuries, such as train accidents or assaults, sustained in the discharge of duty. The superintendent and inspectors of criminal investigation were insured for \$10,000 each, the divisional inspectors for \$3,000, and each provincial constable for \$2,000.

## 6

The shortage of work in Ontario coincided in 1912 with the need for farm labour in western Canada, and in the late summer, special harvest excursion trains carried thousands of willing hands to the prairies. These migrant workers were a rambunctious lot, creating such disturbances at stopping places along the way that the local residents came to dread each passing train. The "provincials," as the Ontario force had generally become known, rode the trains almost constantly, assisting the train crews in keeping order enroute and quelling the disturbances at the stations. When the harvest had been completed, the workers drifted back east in smaller groups, tired and subdued, and created no further difficulties along the way. These harvest trains became an annual tradition for a number of years and a continuing problem for the police.

Shortly before Christmas, 1912, disturbances broke out among striking miners employed in the gold fields in the Timmins-South Porcupine area. Some of the mine owners engaged a firm known as the Thiel Detective Agency to protect their properties, and a number of Thiel agents were sent into the district. During a melee in the street in Timmins in front of the Goldfields Hotel, the Thiel agents fired their guns into a mob of strikers, and criminal prosecutions were launched against those responsible. Into this extremely tense situation the Ontario government ordered all available provincial police to restore and maintain the peace and to protect public property, with special attention to the provincially owned Temiskaming and Northern Ontario Railway. The responding provincials came from far and wide and were gathered into two units, with the larger group headquartered at the Goldfields Hotel in Timmins under the command of Albert Boyd, an inspector of criminal investigation from head office in Toronto. The second group, under the direction of Inspector Caldbick, was quartered at South Porcupine. William H. Stringer was the provincial constable stationed at Fort William and was one of those directed by telegraph from Toronto to report to the Timmins unit for assignment. In his journal, he described the daily parades which were held by the striking miners, weather permitting, and the general tranquillity of the community during most of his time there. There were exceptions, however, as groups of idle men often indulged in troublesome behaviour merely to pass the time, and any



attempts at strike-breaking by company agents were vigorously opposed.

One cold morning, I walked over to Schumacher, it was about 25° below zero when I left Timmins. As I passed along the main street, not a person was in sight, the smoke from the frame shacks of the miners going straight up into the air. Suddenly, on the frozen air, burst the shriek of a train engine whistle. Instantly, the snow-filled street was filled with men rushing towards the railway to ascertain if any strike breakers were aboard. The train did not stop but went on to Timmins the crowd pursuing it. At Timmins, the gang of strike breakers alighted, and surrounded by a squad of Thiel agents and a body of our men and a howling mob of strikers were escorted to nearby mining properties.

Although Stringer was sent back to his Fort William detachment in January of 1913, the provincial police maintained a presence at the strike for almost a year. The assignment of so many officers to the labour dispute necessitated leaving a good deal of work in the north to district constables, who still performed in some areas as local, rural police.

In Kenora, the Western Division inspector, Maurice Emmons, resigned from the force on July 15, 1912, and Gordon McCurdy of Chapleau was promoted in his stead. Emmons had been appointed a provincial constable in Kenora in 1900, replacing John Emmons



*The strikers held daily parades. (Ontario Archives, S. 15930)*



who had died. Maurice Emmons had resigned in 1907 and was re-appointed in 1910, shortly before his promotion to divisional inspector. Three months after his resignation as inspector in July, 1912, he was again appointed a provincial constable (for the third time) and was designated Class "C," the lowest salary scale. He finally abandoned a career with the Ontario Provincial Police on his resignation in 1913.

The year 1913 also saw the creation of another police division. Inspector Mains, in Niagara, found his area much too large to adequately supervise, and once again it was necessary to reduce the travelling distances involved in providing regular inspection services in the Northern Division as well. The Middle Division was established in Sudbury under the direction of Inspector Arthur E. Storie and included the detachments at Bala, Parry Sound, Byng Inlet, North Bay, Webbwood, and Sault Ste. Marie; a new detachment was established at Espanola. In Cobalt, Constable John Mackay resigned, as did Inspector Caldbick, who left the force on May 19 to become the first sheriff for the new District of Temiskaming. Constable Arthur T. Rowell was made the new inspector for the Northern District in Caldbick's place. In Elk Lake, Provincial Constable H.T. McGrath was dismissed from the force and later imprisoned for accepting a bribe. Three inquests were held in 1913 by Superintendent Rogers: two in connection with deaths resulting from fires, and the third, incredibly, inquired into the death of horses by poisoning.<sup>15</sup>

# 4

## *Conflict*

Germany invaded Belgium on August 4, 1914. Great Britain immediately declared war, and by August 7, the British Expeditionary Force had landed at Ostend, Calais, and Dunkirk. Dubbed by the German general staff as the “Contemptible Little Army,” the BEF was nevertheless soon reinforced by arms from throughout the Empire. The parliament in Ottawa, on August 19, authorized the creation of an overseas force, and the Minister of Militia, Colonel Sam Hughes, was directed to assemble the first contingent at Valcartier, Quebec. The Canadian Expeditionary Force (CEF) landed in Plymouth, England, on October 14, 1914.

Some members of the Ontario Provincial Police wanted to join the rush to enlist for overseas service and requested leave from the force to do so. In a dilemma, Superintendent Rogers turned to Colonel Sherwood of the Dominion Police for advice and learned that the Dominion force refused to permit any member to enlist. Sherwood, who had been named Chief Commissioner of Police for Canada in 1913, had concluded that every trained man was needed to look after the nation’s policing responsibilities. Rogers accordingly decided that, as the services of his relatively few constables “were of far more value to the country in connection with war measures investigations,” no military service leave of absence would be granted. If a member of the provincial police decided to enlist despite this, he would not be permitted to remain on the force.<sup>1</sup>

The federal government passed the War Measures Act, which called for the registration of enemy aliens and created a mountain of work for police forces in the role of enforcers. For the provincials of Ontario, the prosecution of those who failed to register, failed to report, violated their parole, or had in their possession literature prohibited by the Act, required considerable effort. The police also had to contend with activities fostered by enemy agents

and their sympathizers, such as sabotage and espionage. One example was the dynamiting of a factory in Walkerville and the discovery of an extensive enemy plot to disrupt the war effort by similar outrages.

On June 21, 1915, an explosion occurred at the Peabody Overall factory in Walkerville. When a suitcase containing dynamite and a timing device was discovered a short time later near the walls of the Windsor Armoury, the police were alerted to the existence of a sabotage operation. Provincial Constables Abraham Nash and James P. Smith made searches in the area and kept surveillance on the Tate Electric factory in nearby Ford City, and on June 25, arrested the night watchman, William Lefler. Lefler confessed to supplying dynamite to one Charles Franz Respa, a German national. Respa was apprehended by Nash and Smith on Bois Blanc Island in the Detroit River near Amherstburg on August 29 and revealed to his captors the existence of an enemy organization. At the direction of Albert Kaltschmidt, the leader of the group, Charles Respa and three other agents had gone to New York City earlier in 1915 with funds to buy explosives for the purpose of blowing up British munitions ships in the harbour there. Returning to Canada, Respa had gone to Sarnia to consider the feasibility of dynamiting the Sarnia-Port Huron railway tunnel under the St. Clair River, but had reported to Kaltschmidt that the facility was too well guarded. In the meantime, another agent, Carl Schmidt, was sent to Northern Ontario to assess the chances of sabotage to the tracks and bridges of the Canadian Pacific Railway.

Kaltschmidt was eventually arrested in Detroit, Michigan, for "Setting afoot a military enterprise against Canada that resulted in the bombing of the Peabody Overall plant in Walkerville, the attempt to blow up the Windsor Armoury and a plot to destroy the Canadian Pacific bridge at Nipigon. Kaltschmidt also conspired to blow up the Port Huron-Sarnia tunnel."<sup>2</sup> Following his trial in 1917, he was sentenced to four years in Leavenworth Penitentiary and fined \$20,000. Also convicted were Fritz Neef, the bomb-maker of the gang, and his wife, Kaltschmidt's sister, along with Respa's sister and her husband, Carl Schmidt. Respa, who had been sentenced to life imprisonment in Canada, testified against his former associates.

## 2

The work of the provincial police at frontier points in connection with the deportation of undesirables became increasingly important during 1914 when 1138 persons "of the hobo type" were picked up and handed over to Dominion immigration officers for deportation to the United States. "A steadily increasing number of undesirables ..., having evaded Immigration officials, seek to penetrate to the interior of the Province," reported Superintendent Rogers on November 10, 1914. "The passage of tramps through the country is always accompanied by damage and depredations, and I do not think I am overestimating when I claim that the exclusion of over one thousand tramps has alone saved the people of Ontario more than the equivalent of the total salaries paid to the Provincial Police Force."<sup>3</sup>

It was part of my work to keep my district as free as possible of tramps and hoboes, and following this policy, I brought in many fellows whom I caught stealing rides on trains, living in deserted buildings and such like. Work was plentiful but there seemed to be a certain element who simply refused to do anything, and it was that type I concentrated on. On one occasion I was at Kaministiquia, and a CPR passenger train pulling in, the conductor reported that there was a man aboard who was intent on stealing a ride. The train had been stopped three times, but the fellow kept jumping back on when it started up. The crew were apparently afraid of him. I tackled the fellow, and in the melee, got badly mauled, however, I handcuffed him and with the assistance of the crew, got him on the train and to Fort William, where he was duly incarcerated in the local lock-up. He gave the name of John Smith, which I discovered was fictitious, his correct name being Lew Kirby. He came before the magistrate in the usual way, and was sentenced to six months for assaulting a police officer, and in addition, two months in the Central Prison for vagrancy. (From an account of a provincial constable stationed in Fort William in 1914.)<sup>4</sup>

As a war measure, the hours of business for liquor stores were sharply curtailed by the provincial government in a strong move to inspire temperance. Until 1915, the Ontario Department of the



Provincial Secretary was directly responsible for administering liquor licencing laws. In that year, the government created an independent Board of Licence Commissioners under the chairmanship of J.D. Flavelle, and the responsibility for administration and enforcement passed from the direct control of the provincial secretary. In 1916, the Ontario Temperance Act came into force and all bars, clubs, and liquor stores were closed down altogether for the duration of the war. No liquor was to be kept in hotels, boarding houses, offices, or other places of business and only private residences were exempt from these strictures. Alcohol could be sold legally only for medicinal, sacramental, scientific, or mechanical purposes.

The increasing use of the automobile was proving a real boon to many, particularly in the southern part of Ontario where a number of fairly good roads did exist. Not everyone was enchanted with such progress, of course, and some even found it downright scandalous the way motor cars were being driven without a thought or care given to their noise or to the danger to others. The village constable was still much in evidence in old Ontario, and the advent of this new trouble-maker, the motorist, was almost unbearable to one such constable who was looked upon to uphold the law. The frustration of the town constable of Port Dover was exemplified by his letter to the attorney general in 1915, complaining bitterly of reckless, drunken, and disorderly drivers who defied officers of the law by refusing to stop for them. The constable sought "the power of law to use a gun upon their wheels."<sup>5</sup> Aghast, the attorney general referred the matter to the provincial police who, after some consideration, suggested less stringent enforcement methods and forwarded a copy of the Motor Vehicles Act to the distraught constable.

The first detachment of the Ontario Provincial Police to be established for the summer months only was in Crystal Beach in 1915, when Provincial Constable A.A. Jackson was employed for three months. Before the organization of the force in 1910, however, there had been isolated incidents of "summer only" appointments, such as that of Abraham Emlow at Serpent River in 1886. The age of specialization arrived in 1916 when Samuel L. Halbert of the Village of Markdale was appointed a member of the Ontario Provincial Police on October 16, "with the special duties of enforcing the Bread Sales Act."<sup>6</sup> The regulations were waived with respect to salary classification, and Halbert was granted an annual stipend of only \$500. The Bread Sales Act, which had been passed



by the legislature in 1914, set the legal weight of bread to be sold by bakeries of the province. The many complaints received by Superintendent Rogers resulted in his sending a warning letter to all bakeries, but when this move met with almost universal resistance and defiance, Halbert was appointed, and vigorous enforcement ensued.

Another statute enacted during the war years was intended to ensure that every able-bodied man was engaged in some useful occupation; the authorities declared sloth to be a crime as well as a deadly sin. The Idler Act<sup>7</sup> was difficult to enforce fully at a time when relief was being generously dispensed. Not to be discouraged from dutifully pursuing the indolent, however, one provincial constable charged William Reilly and Edward Munroe as loafers in Lambton County. When Reilly promised to go to work, he drew a suspended sentence, but Munroe, "who wasn't fussy about work anyway," according to the constable, was sentenced to ten days in jail. At about the same time, another "gentleman of the road," John Richardson, was arrested as a vagrant and sent to the Ontario Reformatory for six months.<sup>8</sup> The advantage of The Idler Act, from an enforcement point of view, was that while one of the requirements to designate a vagrant under criminal law was the lack of visible means of support, it did not matter with the idler whether he had means or not. The courts obviously viewed the loafer with more lenience than the criminal vagrant, however.

### 3

Probably the worst fire in Canadian history occurred in the area of Porquis Junction, Iroquois Falls, and Matheson at the end of July, 1916. The Matheson fire killed 223 persons, destroyed six towns, and ravaged more than half a million acres of land. The property loss was estimated at \$2.5 million and left thousands homeless. To compensate settlers for their losses and to induce them to remain in the sparsely populated New Ontario, the government paid each resident \$350 for the loss of his house and an additional \$150 to replace a burned barn. While the amount may seem but a pittance by later standards, it was apparently enough to erect a sixteen by twenty foot house and barn.<sup>9</sup> This was at a time when a well-paid provincial constable earned more than nineteen dollars a week.

In the policy established at the outbreak of war, it had been surmised that the replacement of any police officer enlisting with the

military would be difficult, and the apparently insatiable demand for able-bodied men in the armed services and in war industries seemed to support this conjecture. During 1916, the force nevertheless dispensed with the services of three constables for various breaches of the regulations, and three others resigned to enlist for overseas service with the CEF. Provincial Constable Stallwood, who had distinguished himself in the South African War, applied for the position of machine gun officer with the 228th Overseas Battalion. Despite pleas to Rogers and to the attorney general by both the commanding officer and the second-in-command of the 228th, leave was denied, so Stallwood resigned from the force and enlisted anyway. By the end of October, 1916, the provincial police were twelve constables short of their authorized complement of thirty-eight and were to remain so throughout the war. Some steps were taken, however, to encourage continued service by those who remained with the force: the superintendent requested an accelerated salary increase for a constable stationed in the north country because "His wife is presently confined in the Mimico Hospital for the Insane. He has a number of children and is compelled to hire a housekeeper to look after them."<sup>10</sup> Even the regulations were stretched to retain the services of a good man: Superintendent Rogers had received complaints regarding a provincial constable in the north who seemed to have a penchant for getting into trouble. Samuel Flanagan, who was stationed in Thessalon, received a letter from the superintendent asking him if the reports were true, to which he dutifully replied that they were. On demand, Sam submitted his resignation which the superintendent then held in abeyance as his parole for good behaviour. Alas, two years later, Flanagan again fell from grace and his resignation of 1916 was accepted.

The Military Service Act—conscription—was passed in Ottawa on August 8, 1917, requiring compulsory service in the nation's armed forces. The Ontario Provincial Police were required to assist federal authorities to enforce this legislation and joined both military and Dominion police in rounding up and prosecuting offenders. To those offenders who agreed to sign up for overseas service, the magistrates would usually grant freedom. The United States of America had entered the war on April 6, 1917, and the American Expeditionary Force arrived in France on July 3. Canadian soldiers, who had already seen nearly three years of bitter warfare on the western front and had survived the first German onslaught with poison gas at Ypres in 1915, had attained immor-

tality on April 13, 1917, when they stormed and captured Vimy Ridge. In the ensuing months, many of those same men perished in the taking of Hill 70 near Lens, in August, and in the quagmire known as Passchendaele, in November. The casualty lists published regularly at home were appalling. On the home front, a French vessel loaded with high explosives blew up in Halifax Harbour, destroying much of the city and causing the loss of more than two thousand lives. There was little public sympathy for those who evaded military service.

Transportation was always a problem for the police force deployed across the vast breadth of Ontario, and the railways, which had provided a fairly effective policing presence by carrying the provincials, proved to be less cooperative as the war years passed. At the beginning of 1917, the Canadian Pacific Railway decided to no longer provide travel passes to members of the provincial police. Superintendent Rogers was incensed, claiming that provincial constables had given service to the railway far beyond that which their normal police duties required. He cited, as examples, the patrolling of yards and works of construction along the line east of Chatham and the placing of constables along the line at many centres across the province where they "practically did nothing further than patrol the line of the CPR from Chalk River and Bala to the Manitoba border." Pointing out that the provincials had been "instrumental in breaking up a number of gangs of



*Canadian Pacific Railway train at Bala Falls. (Ontario Archives, Acc. 9939-9)*

employees who were pilfering freight trains, keeping order while they were double-tracking ... conducting Harvest Excursion trains with uniformed police," the superintendent decried the action of the railway company. He requested the Attorney General of Ontario to take the matter up with the general counsel of the CPR.<sup>11</sup> In the meantime, other railways in the province apparently continued to honour their promises of mutual cooperation and assistance.

Rogers wrote again to the attorney general on July 30, 1917, with respect to another transportation problem. He forwarded a request and recommendation from Inspector Mains that a bicycle be purchased for Constable Edwards at Fort Erie, "which will save considerable horse hire."<sup>12</sup> A bicycle was duly purchased from Hyslop Brothers, Limited, for thirty dollars.<sup>13</sup> The provincial constable stationed at Sarnia found yet other modes of transportation. Quite a number of calls for his services came from Walpole Island, an Indian Reservation some twenty-five miles south of Sarnia. His usual method of getting there was to cross the St. Clair River by ferry to Port Huron, Michigan, take the electric railway car to Algonac and recross the river to the Canadian side at Walpole Island. This was somewhat time-consuming, but even this route was denied him if he made an arrest. In that case, he would have to make an even slower and more inconvenient journey by engaging a horse and rig, or alternately, a motor launch, to take them to Port Lambton, where they could board a train to Sarnia on the nearby Pere Marquette Railway.

#### 4

Joseph Rogers seemed to have a propensity for justifying the continued existence of his provincial police force; he saw 1918 as a very gratifying year, as the total amount of fines imposed in cases handled by provincial constables exceeded the total budget for the Ontario Provincial Police. As he proudly pointed out in his annual report to the attorney general: "The force more than paid for itself by \$21,004." The bulk of the work in that year had been with respect to Ontario Temperance Act enforcement. Although the Board of Licence Commissioners had a considerable staff of officers appointed for no other purpose than enforcing the Act, the provincial police continued to be most active in the suppression of liquor violations. Of all the fines imposed in provincial police cases



for the year, more than three-quarters of the total amount was for OTA infractions.

The force was considerably under strength by almost a third of its constable complement in the fall of 1918, and this was causing concern. Yet, Rogers expressed even greater concern over what he perceived as the inadequate policing being provided in the southern part of the province. Local crown attorneys were more and more calling for provincial police to do work which county constabularies should have been doing, and the superintendent was highly critical of those counties which were not living up to their statutory responsibilities by providing "fit and proper persons" to act as high constables. Not for the first time, it seems, Rogers suggested that provincial constables should be stationed in every county, and that the counties be required to bear the cost by local taxation. He was careful to point out that those provincial constables so appointed should be under the control and direction of the superintendent of provincial police.

During the war years, changes had occurred respecting provincial police uniforms. The stetson hats had been gradually replaced by peaked uniform caps, and brass cap badges bearing the provincial arms and surrounded by maple leaves were being worn. In addition, a brooch-type badge was issued for plain-clothes identification. For winter, long, double-breasted greatcoats with brass buttons had been issued, along with wedge-shaped fur hats. The regular uniform cap, however, was found by many constables to be uncomfortably warm for summer wear, and requests for re-issue of the stetsons were received by the superintendent in increasing numbers. Supply was not always available during the later years of the war, as correspondence between Rogers and one of his constables indicates:

May 12, 1918

Dear Sir,

Permitt me to ask you Sir, for one stinson hat for myself for my old hat his a compleat reck. Also would like verry mutch if you could let me have another pair of reglashion boots has my old boots are compleat wore out.

I have the honour to be

Sir,

Your obedient Servant...





*Samuel Flanagan at his Detachment Office.*



*Peaked uniform caps with badges replaced the stetsons. M. McNamara at Niagara.*



*The Provincial Police Badge.*

May 14, 1918

Dear Sir,

Replying to your favour of the 13th, I will try and get you a hat, but cannot promise. Our hats were ordered in Italy over a year ago and were shipped and are now at the bottom of the ocean. But if it is possible to get one I will do so.

In regard to boots; the boot supply was cut off two years ago on account of the great scarcity of leather and the manufacturers not being able to make them and the factories all being engaged in manufacturing for the Army. There will be no chance of boots being issued for sometime yet.

Yours truly,  
Superintendent<sup>14</sup>

Some officers, learning of local availability of stetson hats, offered to purchase their own if they might be reimbursed. In 1918, however, the force was able to acquire what invoices referred to as "pony hats," and a general re-issue occurred.

## 5

The Great War ended on November 11, 1918. A half million Canadians had seen service, and Ontario had contributed almost half this number—all but sixty thousand of them having enlisted voluntarily before 1917, when the Military Service Act came into force. One in every five members of Britain's Royal Flying Corps had been a Canadian; Billy Bishop, a native of Owen Sound, had been the allies' greatest ace, credited with shooting down more enemy aircraft than anyone else, and Roy Brown of Carleton Place had been the victor over Germany's greatest ace, Baron Manfred Von Richtofen. Ontario's casualties had been sixty-eight thousand men killed, wounded, or missing. Among those who had left the Ontario Provincial Police to serve and who returned seeking re-appointment were William Jesse Davis, the secretary, and Constables John N. McLeod, Clement A. Jordon, and Elliott Hill.

The force remained seriously under strength throughout 1919, but even so, during that year, Inspector Gordon McCurdy was dismissed and Provincial Constable Charles Symons was promoted in his stead, further depleting the constable ranks. The provincial government had, as early as 1916, established the policy of giving

returned servicemen preference for appointments to government service, and Rogers was able to report that, up to early 1920, thirteen veterans had been taken into the provincial police. Few of those appointed, however, had proved satisfactory, and the superintendent was moved to report that "many returned soldiers are not adapted to become police officers."<sup>15</sup>

## 6

Provincial elections were held in Ontario on October 20, 1919, and a relatively new political party, the United Farmers of Ontario, was swept into power. Ernest Charles Drury was chosen to form the new government as premier and to lead Ontario into prohibition. The people of the province had decreed, by referendum, that the Ontario Temperance Act should not be repealed and had opted by an overwhelming majority for a dry province.

On the government side of the legislature not one lawyer could be counted, and Drury was obliged to go outside to appoint his attorney general. He chose William Edgar Raney, a confirmed temperance man, for whom a seat was soon found as the member for the riding of East Wellington. Although the appointment was greeted with a good deal of criticism from the Opposition and the press, Raney nevertheless tackled the job with courage and enthusiasm and in his first major speech, denounced all forms of gambling, particularly at racetracks. His major task, however, was seen to be the enforcement of the Ontario Temperance Act, even though the responsibility for this was vested in the department of his fellow cabinet minister, the provincial secretary, Harry Nixon, through the Board of Licence Commissioners headed by Flavelle.

The Ontario Temperance Act had come into being in 1916 and had been enforced by specially appointed liquor licence inspectors and by the police. Some provincial constables, however, seemed disinclined to commit themselves wholeheartedly to OTA enforcement, seeing their duty rather as enforcers of criminal and other general laws more related to the keeping of the public peace. Others seemed to believe that liquor law enforcement was to be left entirely in the hands of the licence inspectors. The annual report submitted by Superintendent Rogers to Raney for 1919, however, suggested that the force (of only twenty-six constables) had a more active role in liquor suppression than was generally believed:

During the year, members of the Force have assisted the Liquor Licence Inspectors in the counties and districts in making searches for liquor and in such cases the amount of seizure is kept account of by the Licence Inspector as he takes possession of the liquor. Apart from this the police officers seized the following liquor: 62 flasks of whiskey, 1436 bottles of whiskey, 85 gallons of whiskey and two barrels of whiskey; 2 bottles of beer; 239 1/2-gallons of high wines; 4 gallons of alcohol; 304 bottles of gin, 5 gallons of gin and 108 bottles of brandy.

This effort was apparently less than was expected, at least in some areas of the province. The chairman of the Board of Licence Commissioners wrote to the attorney general in early December, 1919:

We have no direct jurisdiction over the Provincial Constables as they are entirely under the control of Superintendent of Provincial Police Rogers, and under the immediate jurisdiction of the Honourable Attorney General. If there is any authority needed from the Provincial Licence Board for Mr. Rogers to instruct the Provincial Police Constables at that point to enforce the OTA, we most cordially assent to the allowing of the Provincial Police to try and clean up that locality.<sup>16</sup>

## 7

The Railway Act of 1919 had called for the total withdrawal of railway passes, which had been issued to provincial constables since 1910. While there was nothing to prevent the constables from still travelling by train, the costs involved were considerable, and a tendency developed to travel only when absolutely necessary to respond to specific requests for services. There may also have been, for a time at least, some resentment on the part of individual officers because of the withdrawal of travel privileges. Whatever the cause, the traditional patrolling by rail in the north was seriously curtailed, and to some residents, the lack of this form of policing was seen as critical. The harvester trains still carried workers to the west, but the provincials no longer accompanied the trains, and those living along the railway fell prey to the harvesters' invasions. In 1921, a committee representing the inhabitants of one community, Grant, desperately sought the aid of the newly-arrived-in-



Ontario Royal Canadian Mounted Police, because, to the inhabitants, no other police protection appeared to exist along the railway. Appealing for the presence of "a couple of redcoats," the committee described the plight of the community:

The time is now approaching when we will have passing up this line, the usual Harvester Trains. Last year and the year previous, there was considerable loss suffered here by raids on our stores and private residences. The trains are usually watered and iced at this point, and remain fifteen or twenty minutes. When the trains begin to slow down, the harvesters drop off and make a raid on private dwellings and others for the stores. They smash windows and doors in and pilfer, go through cellar windows, etc. where women are alone and the women are not only scared but they lose private property... Kindly see what can be done for us this season, as we are absolutely at the mercy of three or four hundred rough characters for fifteen or twenty minutes from each train, and as soon as we get the repairs made from one, the others are upon us.<sup>17</sup>

The Royal Canadian Mounted Police (RCMP) had come into existence on February 1, 1920, when the Dominion Police Force, which had been responsible for federal policing in eastern Canada, merged with the Royal North West Mounted Police. The criminal identification branch, which had been established in Ottawa by the Dominion force, was also taken over and further developed by the new organization. For the first time, the legendary red tunics of the west were to be seen east of Manitoba as the RCMP assumed the federal policing role for the entire nation. The enforcement of criminal laws as well as provincial statutes continued to be the responsibility of the police forces of the province, however, and the general policing picture remained unchanged.

The automobile really came into high fashion following the end of the war. Ex-servicemen, enjoying their new-found freedom from military discipline and release from the dreadful years of violence and turmoil, turned to the motor car with pleasure. The average Canadian discovered the delights of travel, and the registration of motor vehicles in Ontario increased dramatically in number. The Provincial Highways Act had authorized the Department of Public Highways to establish a provincial highway system, and the first section of road was taken over for improvement on August 21, 1917. It was the forty-five mile stretch of the Kingston Road from



the River Rouge on the east boundary of York County to Port Hope. By 1919, the highway between Toronto and Hamilton had been paved, and the Motor Vehicle Branch of the department, which was responsible for the enforcement of traffic laws on provincial highways, found that the volume of traffic warranted the appointment of highway traffic officers to patrol these roads by motorcycle. The automobile was also becoming a matter of concern within the municipalities of the country; the Chief Constables Association of Canada, meeting in 1920, concluded that a very grave mistake had been made in increasing the speed limit in Ontario towns and cities from fifteen to twenty miles per hour. The Ontario Provincial Police, who had no traffic law enforcement responsibilities, had yet to acquire their first department automobile. Rogers soon found it necessary, however, to seek a vehicle for the force, albeit not for traffic patrol purposes. He wrote to the premier on August 27, 1920:

I find it absolutely necessary that a motor car should be available at all hours for the use of the Provincial Police. We have a great many investigations to make in the city for police departments at outside points, which require prompt attention, and as the



*The fashionable automobile. 1920 Picnic at Grand Bend. (Ontario Archives, S. 15554)*



*The delights of travel. Kingston Road near Prescott, 1919. (Ontario Archives, Acc. 13390-51)*



*The delights of travel. Yonge Street Near Newmarket, 1921. (Ontario Archives, S. 2247)*



staff attached to my office is very small, I quite frequently have to leave the office to make such investigation myself, the Inspectors being out of the City.<sup>18</sup>

Transportation difficulties were not the only problems for the Ontario force in the immediate postwar years; some considerable dissatisfaction existed in the ranks of many of the nation's police forces because of low pay and the lack of any pension systems. To compound the disenchantment with the parsimoniousness of the government, the Civil Service Commissioner of Ontario decided in May, 1920, that the provincial police should be obliged to pay for their uniforms. Monies were withheld from members' cheques, and Rogers was furious. He wrote to the deputy attorney general on May 5:

The uniform supplied to the police is part of their regular equipment and was ordered by the Government on the organizing of the Force, and each Divisional Inspector and Constable were ordered on May 26, 1910, to wear same when on duty. This order is still in force. When a man is appointed, \$25.00 is deducted from his first month's pay for uniform. Should he resign in the first year, the amount is retained. If he remains, he is reimbursed after one year, but he must return the uniform on separation.<sup>19</sup>

The deputy minister agreed with Rogers, and the matter was resolved to the superintendent's satisfaction.

Affiliation with labour unions was openly discussed among police forces during the post war years as a means of seeking better wages and pension provisions. At the annual convention of the Chief Constables Association of Canada in Calgary in 1919, which Rogers attended, the Attorney General of Alberta announced legislation barring police of that province from union membership, but he also announced, at the same time, the provision of a police pension plan. On his return to Ontario, Rogers brought the matter to the attention of provincial authorities, citing a promise made in 1910 by J.J.Foy, the attorney general, on the organization of the provincial police. To the delight of all provincial police members, salaries were substantially increased, and the force was taken into the provincial Superannuation Act. Henceforth, the constable on Class "A" salary would receive \$1,700 per annum.

Recruitment for the provincial police picked up considerably

during the autumn of 1920, as the first real stirrings of postwar change began to affect the force. A School of Instruction was established in the Parliament Buildings to provide five-week training courses for recruits, and Arthur T. Paxton, a newly appointed provincial constable and former sergeant of the Royal North West Mounted Police (and one-time member of the Royal Flying Corps), was named instructor. Henry Reburn, an inspector of criminal investigation, retired at the age of seventy-four years, and Provincial Constable W.H.Stringer was promoted to take his place. The superintendent also recommended that Constable Dowd, who had served on the Niagara frontier since 1905 and was now seventy-one years old, be permitted to retire.

It was necessary for Rogers to remind his men again and again of their responsibilities respecting the provincial liquor laws. On July 9, 1920, he issued a general order to all members of the force, warning them that they were to enforce the Ontario Temperance Act personally and render every assistance to liquor inspectors or face immediate dismissal. But by this time, the pressures upon the attorney general for more vigorous and effective enforcement must have been considerable. The area around Windsor, and along the Detroit River in Essex County in particular, was notorious as a centre of bootlegging activities, as well as the shipping point for vast amounts of liquor to the United States. Prohibition was in full swing just across the river, and the illicit transporting of Canadian liquor was a highly profitable business. Lax enforcement on the Canadian side was blamed for the profusion of roadhouses and hotels along the river, which nightly catered to Detroiters and local residents alike, and where drunken and obstreperous men and women became common sights. Rather in desperation, to clean up the border area, Raney decided upon a special liquor squad to operate independently of police or other enforcement officers.

## 8

The Reverend J.O.L. Spracklin was the pastor of the Methodist Church in Sandwich, a small Essex County community on the Detroit River some seven miles south of Windsor. Incensed by the open flouting of the temperance laws by the hotels and roadhouses, particularly the nearby Chappell House, a notorious illegal drinking place, Spracklin decided to do something about it. He went to the Sandwich Council and urged a thorough investigation into the



open sale of liquor, blaming the local police chief, Alois Masters, for the lack of any enforcement. Spracklin demanded a complete reorganization of the police department, and when nothing was done to stop the flagrant disregard for the law, he attended at council meetings again and again to press his charges. On July 30, 1920, Attorney General W.E. Raney announced his special liquor squad for Essex County; he appointed Spracklin a liquor licence inspector and the officer in charge.

Provided with a government speedboat, the *Panther II*, and a large, Paige touring car, Spracklin and his team were the scourge of the rum runners and the law-defying innkeepers. In retaliation, the parsonage in Sandwich was fired upon on more than one occasion, and once, a bullet narrowly missed Mrs. Spracklin. Threats on the parson's life came through the mail and over the telephone, and Spracklin began carrying a revolver. The illicit liquor purveyors were not the only ones upset by the campaign being waged by the special squad; the local liquor licence inspector, M.N. Mousseau, was miffed at Spracklin's rather unorthodox appointment. Disgruntled by the independence of the special unit, he warned the Board of Licence Commissioners that he would resign if enforcement conditions remained unchanged.

Spracklin was called before the Temperance Committee of the Legislature on November 3 to hear Mousseau's opposition to his methods of enforcement and concern over the possible use of firearms. Arguing that his methods had been far more effective than



Reverend J.O.L. Spracklin. (Windsor Star/Windsor Public Library)

those of Mousseau, Spracklin was able to return to Sandwich with the full support of the committee and the licence commissioners.

Not to be outdone, the Ontario Provincial Police had, on August 4, also sent a special squad to the Essex County frontier to reinforce the endeavours of the local officers to suppress cross-river liquor traffic. Led by Inspector Stringer, the squad consisted of ten special constables temporarily appointed for three months for this specific enterprise. This team operated only until September 24 and handled more than one hundred prosecutions in that period of seven weeks. Curiously, perhaps, less than half of these prosecutions were for violations of the temperance laws, while the rest were for criminal offences. More than five hundred cases of whiskey were seized and confiscated. Four of the special constables were caught up in the excitement of the game, however, and were dismissed for improper conduct.

The Reverend Spracklin led four of his men in a raid on the Chappell House at 3:30 A.M. on Saturday, November 6, 1920, and as they entered, they were confronted by the proprietor, Beverley 'Babe' Trumble. According to Spracklin's later account, Trumble drew a gun and Spracklin shot him in self-defense. The wound proved fatal, and the clergyman, who had fled from the scene, surrendered to the police in Windsor. An inquest was immediately convened, Spracklin's testimony was accepted, and he was exonerated. But he had had enough and before the month ended, he had returned to his church and his special squad was disbanded.

The matter did not end there; Mrs. Trumble's lawyer, W.H. Furlong of Windsor, and friends of Trumble petitioned the attorney general to have Spracklin tried in criminal court for Trumble's death. Spracklin himself believed that such a proceeding was necessary to clear his name and encouraged the consent of the petition. Raney finally directed that the clergyman be charged with manslaughter, and on February 22, 1921, the trial began in Sandwich before the Chief Justice of Ontario, William Mulock. After the evidence was heard, the jury needed only an hour to return the verdict of not guilty.

In the report of the legislature dealing with the Public Accounts for the year ending October 31, 1922, it is interesting to note that the province paid out the sum of \$2,600 "on account, costs of the defence of J.O.L. Spracklin." Although he had been prosecuted on the direction of the government, Spracklin had also been defended by that same government.<sup>20</sup>

To replace Spracklin in the Windsor area, the attorney general

appointed William John Lannin, a former chief constable of Stratford, Ontario, to be Superintendent of Law Enforcement. His duties apparently gave him supervisory authority over the provincial constables then stationed in Sarnia, Chatham, London, and St. Thomas, but as Superintendent Rogers pointed out to him in a memorandum of November 29, 1920, "No such office (as divisional superintendent of law enforcement) exists under the Police Act or Regulations."<sup>21</sup> Lannin remained in the government service for only seven months. Whether or not he was considered a member of the Ontario Provincial Police is open to question, for although he had direction of force members, he was on the government payroll as a "provincial officer" under the direction of the Board of Licence Commissioners.

## 9

By the autumn of 1920, it had become obvious that the provincial government, committed to prohibition, was being less than successful in the enforcement of provincial temperance legislation. The Reverend Spracklin's activities and successes, while doubtless causing some embarrassment, were resulting in increased demands for more effective enforcement in other parts of the province. The two enforcement arms under the Board of Licence Commissioners and Superintendent Rogers were at loggerheads, and the dual responsibility shared between the attorney general and the provincial secretary was failing the public demand. With the possible view of drawing the two enforcement branches under one leader, William Raney directed Rogers to review the police organizations in other jurisdictions, especially with respect to liquor law enforcement, and to make recommendations for an improved system of policing for Ontario.

Rogers studied the organization structures, training, recruitment, and equipment of the state police in New York and Pennsylvania. He pointed out that these were, essentially, mounted police trained in cavalry tactics, and that the forces were much larger than Ontario's provincial force; New York State Police had 233 officers of all ranks, while Pennsylvania's strength was 417 state troopers. Rogers was far more impressed with the organization of the Alberta Provincial Police under Commissioner Cuddy, which seemed nearer to that envisaged for the Ontario force. (A few years earlier, the Attorney General of Alberta had contacted

Rogers for information pertaining to the organization of a provincial police force which was then contemplated for that province.) By 1920, Rogers reported, the Alberta force had a strength of 163 men equipped with “fifty-three horses, fourteen automobiles, several democrats and sleighs, and a number of canoes.”<sup>22</sup>

On September 20, 1920, Superintendent Rogers submitted his report to the attorney general and made his recommendations:

- that the Ontario Provincial Police be directed by a commissioner, and that there be a superintendent “who shall have command of the whole Force, subject to the control and authority of the commissioner, with the exception of the Inspectors of Criminal Investigation”;
- that the force be removed from the jurisdiction of the Civil Service Commissioner;
- that all applicants for the force be placed on at least two months probation before being appointed to the permanent strength; that enlistment be for a period of two years; and that any man be permitted to purchase his discharge if satisfactory to the commissioner;
- that legislation be enacted that each municipality provide proper police protection, and where they fail to do so, the attorney general be given the power to appoint such police at the expense of the municipality;
- that the enforcement of the Ontario Temperance Act be under the provincial police, but that a separate branch be maintained under the charge of an inspector, and that the officers so employed not be considered members of the regular Ontario Provincial Police Force;
- that a number of motorcycles be purchased for patrol purposes, which would be superior to horses. During the winter, livery rigs could be used when necessary;
- that motor cars be acquired for certain locations, and that a high-powered car be available at headquarters.<sup>23</sup>

Perhaps anticipating his appointment as the first commissioner



of the Ontario Provincial Police should his recommendations receive favourable consideration, Joseph Rogers immediately embarked on the task of selecting and preparing his successor as superintendent. Apparently encouraged by the attorney general, he advised the deputy minister, Edward Bayly, on September 25, that the adding of a deputy superintendent to the force and increasing the strength of the force to 150 men was contemplated.<sup>24</sup> On September 29, he wrote to Mr. Middleton of the Cabinet Office:

The Attorney General would like you to prepare an Order-in-Council at once, appointing Wilfred Neville Knowles, of Barrie, Ontario, a Divisional Inspector of the Ontario Provincial Police Force, and to be designated as Assistant Superintendent of the Force at a salary of Three Thousand Dollars per annum, from the first of October, 1920.<sup>25</sup>

The appointment of Major Knowles was never made. Less-than-commandatory references submitted by the former officer's erstwhile commanding officer were such as to preclude any engagement by the province. The matter of an assistant superintendent was not mentioned further, nor apparently considered.

The attorney general wasted little time deciding upon a course of action and presented his proposal for sweeping changes in the role and organization of the Ontario Provincial Police on February 17, 1921. His expressed intention was to coordinate the enforcement of criminal law with that of the Ontario Temperance Act by including the liquor licence inspectors with the provincials under the direction of one leader, a provincial commissioner of police. In the ensuing debate in the legislature, Raney declared that the provincial police had had a tendency to avoid OTA enforcement and that Superintendent Rogers was "opposed to coordinating criminal law enforcement with that of the Ontario Temperance Act." The selection of a commissioner was given a good deal of consideration in the legislature, and the question was raised whether Rogers was to be superseded. The attorney general denied the suggestion that Robert Geddes, assistant deputy chief constable of Toronto, had been considered for the appointment.<sup>26</sup>

With the passage of The Provincial Police Force Act, 1921, on April 8, the first major reorganization of the Ontario Provincial Police was underway.



*Commissioner H.M. Elliot, CB, CMG.*

# 5

## *The Outsiders*

Major General Harry Macintire Elliot, C.B., C.M.G., was appointed Commissioner of Police for Ontario on May 1, 1921. The son of a British Army officer, he was born in Bangalore, India, in 1867, was educated in England and attended the Royal Military Academy in Woolwich. Commissioned a second lieutenant in the Royal Artillery in 1888, Elliot was sent first to Bermuda, then, in 1890, to Halifax, Nova Scotia, with British troops stationed there. He later served in Gibraltar, then in South Africa during the first months of the Boer War, and in China during the Boxer Rebellion in 1900. After another tour of duty in Halifax from 1906 to 1909, he served for two years in Ireland before returning to Canada, on loan from the British government, to fill the post of Director of Artillery at Ottawa. During much of the First World War, Elliot served in administrative positions in Canada, such as the camp commandant at Sewell, Manitoba, where he had charge of the training of ten thousand officers and men, and as assistant adjutant general of Military District No. 2 at Toronto. He joined the Canadian Corps in France in time for the advance to the Rhine in 1918 and in recognition of his war-time services, he was made a Companion of the Most Honourable Order of the Bath (C.B.) and Companion of the Most Distinguished Order of St. Michael and St. George (C.M.G.). On his return to Canada, he served as a member of the Militia Council in Ottawa for a short time before resigning from the regular army with the rank of major general.<sup>1</sup>

Described during his military service as quiet, reserved, dignified, and hard-working, Harry Elliot brought to the newly created position of commissioner a wealth of administrative experience and a military outlook in his undertaking to reorganize the Ontario Provincial Police Force. He established his headquarters on the second floor of the Parliament Buildings in Toronto, and henceforth, this centre of operations would cease to be known as the "head

office." A constabulary which, up to this time, had been administered more along the lines of a widespread commercial enterprise, would begin to develop a quasi-military character which would prove enduring. On his appointment, Elliot actually acquired two titles: "The Commissioner of Police for Ontario" and "The Commissioner of the Ontario Provincial Police."

The attorney general, William Raney, may have entertained some last minute doubts regarding either the efficacy of the commissioner concept or the wisdom of his selection of Elliot for the post; the Order-in-Council providing for the general's appointment was specific in the term in office being restricted to a period of six months, and when this period expired in November, 1921, a further appointment was made for another six months only.<sup>2</sup>

## 2

The Provincial Police Force Act, 1921, conferred upon the commissioner the general control and administration of the provincial police force, and "of all officers specially appointed for the enforcement of any Statute of Ontario."<sup>3</sup> Thus, the way was cleared for the inclusion in the Ontario Provincial Police of officers appointed under the provisions of the Ontario Temperance Act. From the Board of License Commissioners came Chief Provincial Inspector J.A. Ayearst and Provincial Inspectors A.E. Sarvis (who had been a provincial constable and an original member of the provincial police in Sarnia in 1910) and H. Collison.

Over the next few months, a total of twenty-one additional enforcement officers were transferred as "inspectors, OTA," or "provincial officers, OTA" (although they continued to be called liquor license inspectors on occasion). Messrs. J.J. Monkman and W. Pratt came to the force as accountant and analyst respectively, along with a number of stenographers and clerks. The first woman to be appointed to the staff of the Ontario Provincial Police was Edna C. Hoag, who was transferred from the license board on May 25, 1921, to become secretary to the commissioner at an annual salary of \$1,600.<sup>4</sup> The regulations made under The Provincial Police Force Act provided for the creation of an investigation department to be administered by a superintendent under the direct orders of the commissioner. The personnel of the department were to consist of eight inspectors and several temporarily appointed plainclothes officers. Inspectors of Criminal Investigation Greer,





*An "Outsider" at Sarnia, 1921. Inspector W.H. Stringer, CIB, left, with liquor inspector George Lucas. (W.H. Stringer)*



*Inspector OTA badge.*

Miller, Boyd, and Stringer formed the nucleus of the new Criminal Investigation Department (CID), and to their ranks were added newly appointed inspectors, E.D.L. Hammond and J.G. Jeffrey, both former provincial officers, OTA.

The Board of License Commissioners continued to function in Toronto and still maintained a limited enforcement team of three provincial inspectors: J.W. Gordon, W.K. Snider, and T. Bromley, who were not transferred to the provincial police with the others. Chief Provincial Inspector Ayearst and his staff continued to operate from the board offices at 46 Richmond Street in Toronto, and in effect, the OTA enforcement officers now under the direction of the commissioner of police were serving two masters; they were required to submit their reports of work done to the chief provincial inspector, their accounts to the chief officer of the license board, and all other correspondence to the commissioner of the provincial police. Provincial constables, on the other hand, reported only to the commissioner.<sup>5</sup>

It had become the practice for some years for OTA enforcement officers to employ, on a temporary basis, undercover agents to aid in the conviction of bootleggers and the detection of other illicit liquor operations. These agents or "spotters" were known officially as "special operators" and did not become members of the provincial police force as such, but continued to serve individual OTA officers as needed.

To begin the reorganization in the field, the four police divisions were increased to six, and Arthur Paxton, who had been assigned to the School of Instruction, and W.T. Moore of Cobalt were promoted to divisional inspectors. General Elliot had little time to establish his authority and get on with the reorganization, however, before he was faced with dissension among the newly acquired OTA enforcement members. Inspector Hammond came to him only two weeks after his assumption of office and made serious allegations of disloyalty among the enforcement members so recently transferred from the Board of License Commissioners; specifically, he named Chief Provincial Inspector Ayearst. According to Hammond, the chief inspector and some of the "special operators" were dishonest, but he was unable at the time to offer more than tentative substantiation of his allegations. The commissioner conferred with the attorney general about the matter, but it appears that little further was done at that time.

Toward the end of June, Harry Macintire Elliot made application for a change of name by deed poll, and on June 27, 1921,

legally adopted the surname of "Cawthra-Elliot" in anticipation of his forthcoming marriage.<sup>6</sup> Two days later, on June 29, he married Grace Millicent Kennaway Cawthra of Toronto and commenced a two month leave-of-absence from the provincial police. Afterwards, the commissioner continued to use only the surname "Elliot" in connection with his duties with the Ontario Provincial Police and was known and referred to publicly only as Commissioner Elliot, or General Elliot.

On his departure on leave, the commissioner left Provincial Inspector Collison in charge of his office for the duration of his absence, rather than the seemingly more logical Superintendent Rogers. This must have been a considerable blow to Rogers's self-esteem when he, who had served as government detective and superintendent of police for more than thirty-six years, was superseded by an outsider. Perhaps this move was the first indication of a clash between the new leader and the old and seemed to reflect a degree of animosity that may well have existed from the time of Elliot's appointment as commissioner. By naming a former army captain with no police experience as his surrogate, Elliot must have been fully aware of the resentment it would engender in Rogers, who had an antipathy towards those he considered outsiders—Elliot included. Later events tend to support this conclusion.

Before his departure, the commissioner had promoted Arthur Paxton and Frank E. Elliot, a former liquor enforcement inspector, to be provincial inspectors to assist in the supervision of liquor law enforcement under Ayearst. In September, their authority was further enhanced when they were made "provincial inspectors of law enforcement with seniority over all license inspectors and provincial police, with duties extending over the entire Province."<sup>7</sup>

### 3

General Elliot returned to duty at the beginning of September to find that all was not well. Inspector Collison had taken his responsibilities most seriously in his chief's absence, and his military ways clashed with the less-disciplined procedures of the career policemen. From correspondence initiated by Superintendent Rogers, it becomes apparent that a running battle had been waged between Collison and Inspector Miller of the CID. Rogers left little doubt that Miller was at fault in the matter and guilty of some breach of regulations, but the inspector stubbornly refused to back down.

Finally, when Miller departed on his holidays without authority and, after some difficulty, was located in Muskoka, he was summarily ordered by Collison to return immediately, which he apparently did, but the matter was dropped into Elliot's lap on his return. Collison also had problems with Inspector Hammond, and quite a personal feud had developed. When the commissioner arrived at his office, these officers were summoned to his presence, and when a barrage of charges and countercharges were hurled back and forth, he ordered an investigation into the affair. Whatever the causes of the discord, the results were unequivocal: Collison was asked for his resignation, and Hammond was transferred from the CID to the OTA enforcement branch under the eye of the suspect (to Hammond) Chief Provincial Inspector Ayearst. If the transfer itself was not sufficient to cause Hammond some resentment, the resultant loss of \$1200 in annual salary was guaranteed to lessen any affection he may have had for his commissioner.<sup>8</sup>

The general's discomfiture did not end there; the superintendent had other matters for him that were likely to give him some second thoughts about the position he had assumed as head of the police force. A Major Basher, presumably a former army officer and a returned veteran, and perhaps even a nominee of the general himself, applied for a position of some authority with the provincial police. Superintendent Rogers left little doubt on this occasion of his opinion of outsiders, even those from the police community:

In regard to Major Basher's application, in view of the fact that on the Ontario Provincial Police Force today, we have a number of men who have and are giving first class service. One of the first elements of disruption in a police department is the bringing in of outsiders, and putting them over men who have given good service and who look forward to promotion. I cannot see why Major Basher should be considered different from any other applicant. He was on the Toronto Police Force as a constable, received the appointment of Governor of the Toronto Jail, a good position which he should have held.<sup>9</sup>

A short time afterwards, Rogers again wrote to the commissioner with a matter to test his contentment:

Unless the salaries of the Provincial Police are adjusted in the near future, a number of the best men will resign. The salaries are quite inadequate as compared with what is being paid other



police departments and where the constables have only eight hours of duty against twelve or eighteen on the Provincial Police.<sup>10</sup>

## 4

By November of 1921, the concept of the six police divisions of Ontario was revised. The province was divided into nine districts, each to be commanded by a district inspector who would be responsible for the direction of all force personnel in his district: provincial constables as well as inspectors and provincial officers, OTA. The nine police districts were to be:

District 1, with headquarters at Windsor, and comprising the Counties of Essex, Kent, Lambton, Middlesex, and Elgin.

District 2, at Niagara Falls, with the Counties of Oxford, Norfolk, Brant, Wentworth, Haldimand, Lincoln, and Welland.

District 3, at Kitchener; the Counties of Huron, Perth, Wellington, Waterloo, Grey, Dufferin, and Bruce.

District 4, Toronto; the Counties of York, Simcoe, Ontario, Peel, Halton, and the Districts of Muskoka and Parry Sound.

District 5, Belleville; the Counties of Victoria, Haliburton, Peterborough, Northumberland, Hastings, Durham, Prince Edward, Lennox, and Addington.

District 6, Ottawa; the Counties of Renfrew, Frontenac, Lanark, Leeds, Carleton, Grenville, Russell, Prescott, Stormont, Dundas, and Glengarry.

District 7, Cobalt; the Districts of Temiskaming and Nipissing, and the northern part of the District of Algoma.

District 8, Sudbury; the Districts of Sudbury and Manitoulin Island, and the southern part of Algoma.

District 9, Port Arthur; the Districts of Kenora, Rainy River, and Thunder Bay.

Over the next three months, the district inspectors were appointed to assume their command duties: in Windsor, J.H. Putman, a former provincial officer, OTA, was appointed, while at Niagara Falls, Provincial Constable C.F. Airey of the Sarnia detachment was promoted to replace William Mains; Mains retired from the force on November 1 after serving with the provincial police since long before the organization of 1910. In District 3, at Kitchener, another former provincial officer, OTA, Reginald Bumpstead, was named district inspector, and William C. Killing was appointed to the provincial force on January 12, 1922, as a district inspector and assumed his post as head of District 4 in Toronto. Another appointee as district inspector was E.E. Adams, at Belleville, early in 1922. The district headquarters in Ottawa saw an early change of command: M.C. Beckett was appointed to the Ontario Provincial Police as a district inspector on November 1, 1921, but abandoned the position shortly afterwards to become an inspector, OTA, at Owen Sound, and a former special officer employed for OTA enforcement, J. McCaffrey, replaced Beckett as district inspector on January 12, 1922. In Cobalt, Sudbury, and Port Arthur, the former divisional inspectors, W.T. Moore, A.E. Storie, and C.W. Symons were re-designated as district inspectors.

Provincial Inspector Paxton continued to conduct the School of Instruction in Toronto, and in November, 1921, candidates for the provincial police were being interviewed personally by the commissioner and given medical examinations before commencing recruit training. Not all those deemed acceptable by the commissioner were able to pass the standards of the Medical Office of Health; of one group of twelve potential candidates, four were rejected on medical grounds. The successful completion of the one month recruit course was a prerequisite for appointment.

The Criminal Investigation Department was provided with new offices at 25 Queen's Park, close to the Parliament Buildings, in December, 1921, but a reorganization of the department was slated for the new year. In January, the Investigation Department, to be under the command of Superintendent Rogers, was divided into two branches: the Criminal Branch and the OTA Branch. Rogers was to retain direct command of the criminal investigation unit staffed by Inspectors W.D. Greer, J. Miller, A.B. Boyd, W.H. Stringer, A.H. Ward, and J.G. Jeffrey. In March, however, Jeffrey was suspended from duty and later resigned. The OTA Branch, under the direction of Chief Provincial Inspector Ayearst, was to consist of Inspectors Sarvis and Hammond, and Provincial Officers

J. Charlton, R. Trebell, W.E. Partridge, and S. Smith. Hardly had Superintendent Rogers had time to settle into his new quarters, when he was rebuked by the commissioner in a memorandum dated January 17, 1922:

Will you please let me know exactly your office hours, as I have had occasion to call you up in the afternoon. The only reply I received was that you had left.<sup>11</sup>

5

By April, 1922, it had become evident that any hope for a rapid and successful suppression of the illicit liquor trade by the reorganized provincial police was unfulfilled, and the methods employed by enforcement officers, especially the undercover special operators, came in for much criticism. The condemnation came to full effect early in the month when the member of the provincial legislature for North York, Colonel T. Herbert Lennox, KC, rose in the House and accused the attorney general of giving employment to "thugs and criminals" to enforce the Ontario Temperance Act.<sup>12</sup>

On April 7, Attorney General Raney announced to the Legislative Assembly of Ontario that General Elliot, whose term in office as Commissioner of the Ontario Provincial Police was due to expire May 1, would not continue his duties on account of ill health. Mr. Raney told the House that the general's health had been such that he had been contemplating asking for an extended leave of absence, and at the time, was unable to attend to his duties.

The commissioner's intention may have come as a surprise to members of the provincial police force, but certainly not to Raney. At the same time as his announcement of Elliot's intended resignation, he identified the general's successor as Major General V.A.S. Williams, the officer commanding the military district headquartered in Toronto.<sup>13</sup> Within days, the word was out that an assistant commissioner would be appointed to the Ontario Provincial Police.

Commissioner Elliot sent a memorandum to "District Inspectors, Provincial Inspectors, Chief Inspector Ayearst and Superintendent Rogers" on April 22, 1922:

It is with many regrets that I am severing my connection with the Ontario Provincial Police on completion of one year's

service.

Poor health and private reasons have compelled me to come to this decision, notwithstanding the fact that reorganization is still incomplete, but with the appointment of District Inspectors and the cooperation of the Provincial Inspectors I feel sure that the new machine, if given a fair trial, will function satisfactorily.

This, however, can only be achieved by giving my successor the unselfish loyalty and assistance that has been accorded to me, thereby establishing an efficient chain of responsibility and the rational enforcement of the law.

Good-bye and good luck to all.

H.M. Elliot,  
Commissioner<sup>14</sup>

Harry Macintire Elliot had been the first “outsider” thrust upon the elitist provincial police community in a reorganization that provided for the introduction into the force of many other outsiders—the OTA enforcement officers. As commissioner, Elliot had brought to the provincials an inspirational military consistency at a time the tiny force of constables might well have been dis-



*A new cap badge, 1921.*



banded in favour of the new federal police, the RCMP. Such was the case in ensuing years when the larger provincial police forces in Alberta and Saskatchewan were absorbed by the federal force, and the suggestion was bandied about in Toronto and Ottawa. The general must be given a good deal of credit for saving the Ontario Provincial Police Force from such an ignominious demise. There seems little doubt that he was met with resentment from the entrenched hierarchy of such a close-knit group, however widely deployed, and it is to his everlasting credit that he was able to accomplish as much as he did in such a short time. His military background had stood him in good stead to deal with recalcitrant subordinates, and it is unfortunate that his health failed him at the age of only fifty-five years, before he was able to complete his task of re-building.

During his term of office, the lot of the individual constable changed little. The uniforms remained the same, except for the issue of a new cap badge which resembled those worn by the Canadian overseas battalions in the late war: a maple leaf emblem bearing the provincial coat of arms. On Elliot's orders, identification cards were issued to all officers of the force for the first time, a custom which has survived in the present day warrant card. The strength of the provincial police increased significantly during Commissioner Elliot's term of office: when he assumed command, there were seventy uniformed officers and one civilian member; on April 30, 1922, the staff consisted of seventy-two uniformed members, seven civilians, and about fifty liquor law enforcement officers. For transportation, the constables still had to rely upon horses and rigs, on walking, or on riding the trains. In a few cases, mostly with respect to liquor law enforcement, motor cars were used by officers who owned them, and there is a record of the sometime employment of a chauffeur for Inspector Hammond. For automobile repairs, the government paid out only \$33 on behalf of the provincial police during the year, with a further \$785 expended for the purchase of a motorcycle during Elliot's tenure.<sup>15</sup>

## 6

Before the commissioner could depart with dignity however, the matter of Colonel Lennox's accusations respecting liquor law enforcement came before the Public Accounts Committee of the legislature, and before the month of April was out, the colonel

brought a former OTA agent to testify. H.H. McCutcheon had been employed as a special operator, and by his own admission, he had a criminal record at the time of his hiring, a fact known to his employer. He testified that he had left the job in April of 1921 (before the OTA officers were transferred to the provincial police) and had subsequently become involved in an attempt to bribe Crown officers. As a result, he had been charged in the conspiracy, and while on bail awaiting his trial, he was re-hired as a special operator by Inspector Hammond, who was aware of his status. McCutcheon related tales of impropriety by OTA officials, of bribery, and of other corrupt practices. For example, he alleged that another operator, A. Courrian, had been employed for OTA work when it was well known that he was a friend of bootleggers. McCutcheon contended that he had reported to his superiors some of Courrian's nefarious activities, such as accepting money from the bootleggers and attempting to bribe another special operator, Stanley Nash. On another occasion, McCutcheon alleged, an operator named Lloyd Gordon had accepted a bribe and had left the province, later to return and be re-employed for OTA work. At one time, McCutcheon continued, he had been instructed by Captain Collison, in the presence of Commissioner Elliot, to do an undercover investigation with respect to the movement of carloads of liquor on the orders of Chief Provincial Inspector Ayearst. According to McCutcheon, Ayearst had been instrumental in gaining the appointment of a special operator named Slavin, who had a record of bootlegging of which the chief inspector was fully aware.<sup>16</sup>

Inspector Hammond testified that he had hired McCutcheon, knowing him to have a criminal record and to be on bail at the time, in order to secure information from him pertaining to OTA officials Hammond suspected of corruption and disloyalty, namely, Ayearst and Courrian. Hammond insisted that the appointment was made on the instructions of Commissioner Elliot, and used the occasion to air his resentment of the commissioner for removing him from the Criminal Investigation Department and thus reducing his salary. "'Personal spite' was the reason actuating former Commissioner of Provincial Police General Elliot in some of his relations with him," contended Hammond.<sup>17</sup>

On May 11, the former commissioner was called before the committee and declared his support for Chief Inspector Ayearst, "a man of probity and honour." Dealing with the allegations with respect to operator Gordon, the general related that this agent had returned to the employ of the OTA branch at the behest of Inspec-

tor Hammond; that later he was sentenced to six months in jail on a theft charge, and when he was released, came back once again to complete cases in which he had been involved before his incarceration. General Elliot went on to say that after he came to the provincial police in May of 1921, "he got his first insight into the sordid methods detectives had to use to get their quarry."<sup>18</sup> He blamed bad liquor—"horrible stuff"—as in some measure accountable for the frequent fall from grace of operators assisting the provincial police in OTA enforcement. "Decent men," he said, "apparently became tainted. This, I should judge, was the result of having to go into these low dives and drink poisonous liquor."<sup>19</sup>

Another officer mentioned by Colonel Lennox in his address to the legislature, Provincial Officer W.E. Partridge, was called to testify before the committee and denied that he was either a crook or a criminal. He admitted punching a Fort Frances crown attorney, but contended that the circumstances were extenuating and that the jury which had convicted him had agreed. Former provincial officer Sam Smith appeared at his own request and testified that he had left the OTA enforcement department "because it was too crooked for me."<sup>20</sup> Provincial Officer Grant Fielding denied having induced an eighteen-year-old boy in Owen Sound to purchase liquor for him and having later given the youth a drink. Provincial Officer John Robert Smythe described how he and Provincial Constable Frank Creasy had conducted a liquor raid in Sutton which Colonel Lennox had alleged was a "frame-up."

The upshot of the whole tempestuous affair was a resolution carried in the Public Accounts Committee on June 1, 1922:

...after hearing the evidence, submitted by the member for North York, and by the honourable the Attorney General, (the committee) are of the opinion that no evidence has been produced to prove the charge, but that, on the contrary, the honourable the Attorney General has proved by his own and other evidence... that he has taken every precaution to see that only men of good record are employed in the enforcement of the Ontario Temperance Act. Therefore, this Public Accounts Committee hereby expresses implicit confidence in the honourable the Attorney General and in the administration of the Ontario Temperance Act.<sup>21</sup>

# 6

## *The General*

Commissioner Elliot's successor lost little time in grasping the reins laid down by his predecessor, and the reorganization of the Ontario Provincial Police continued with great vigour. Major General Williams had already retired from the army in anticipation of the announcement of his new appointment by Attorney General Raney on April 7, 1922, so the transition was immediately accomplished. Another "outsider" had been imposed upon the police hierarchy, and another military leader at that; and this was no temporary appointment. Williams was a very different general than the former commissioner and was unlikely to tolerate quietly the resistance and resentment that had beset General Elliot. Perhaps the difference lay in the comparative backgrounds of the two men.

Victor Arthur Seymour Williams's military service differed in many respects from that of his predecessor. Born in Port Hope, Ontario, on June 2, 1867, the son of a soldier, Williams was educated in Lakefield and at Trinity College in Port Hope before being accepted as an officer cadet at the Royal Military College in Kingston in 1884. When his father died at the head of his regiment in the North West Territories in 1886, young Williams was removed from the college without graduating, granted a commission as inspector with the North West Mounted Police, and posted to Edmonton. After only three years as a policeman, he decided to return to a military career and was transferred to the active militia (the regular army) at Winnipeg with the rank of lieutenant, Royal Canadian Dragoons. Williams received cavalry training in Aldershot, England, with the 5th Dragoon Guards (British), then returned to Canada until the outbreak of the South African War in 1899. During his two years of campaigning in that conflict, Williams attained his majority, was wounded, and was twice mentioned in dispatches. On his return to Canada, he was promoted to lieutenant colonel and appointed Chief Staff Officer for Eastern





*Commissioner V.A.S. Williams, CMG.*

Ontario at Kingston. In 1907 he was made officer commanding Royal Canadian Dragoons at Stanley Barracks in Toronto, and the same year, named Inspector of Cavalry. As commandant of the School of Cavalry in 1911, Colonel Williams led the contingent of Canadian mounted troops that took part in the celebration of the coronation of King George V in London. Afterwards, he served as adjutant general at military headquarters in Ottawa and as honorary aide de camp to the governor general, the Duke of Connaught.

At the outbreak of war in August, 1914, Williams was named camp commandant at Valcartier, Quebec, for a brief time only before he sailed with the first Canadian contingent to England in October. He was attached to the staff of Field Marshal Sir John French in France until 1915, then assumed command of the 8th Canadian Infantry Brigade. During a visit to his front lines at Sanctuary Wood in June of 1916, he was wounded and taken prisoner by the Germans. Considered disabled, he was repatriated to England via Switzerland late in 1918 in an exchange of prisoners and was sent home soon afterwards. For his services he had been mentioned in dispatches and had been recommended for the Distinguished Service Order. Following his return to duty, Victor Williams was promoted to major general commanding Military District No.3 at Kingston, and in 1920, assumed the command of Military District No. 2 in Toronto. Having been made a Companion of the Most Distinguished Order of St. Michael and St. George (C.M.G.), and wearing the ribbons of the South African Medal with five clasps, the Mons Star, the General Service Medal, the Victory Medal, and the Coronation Medal, Major General Williams retired from the army after thirty-three years of service.<sup>1</sup>

Whereas General Elliot had served much of his military career in posts of an administrative nature, Williams had been in command in the field during much of his. As Commissioner of Police for Ontario, the gentle administrator had been replaced by a tougher and more forceful leader. This fact may have been apparent to the senior members of the provincial police, but it did not deter the Criminal Branch inspectors from voicing their resistance to the admission to the force of additional "outsiders"; on his very first day in office, Commissioner Williams received notification of this:

We desire to place before you briefly our present position in the Ontario Provincial Police Force. We are all Inspectors of Criminal Investigation and most of us have held that office for some time, we trust with satisfaction.

We have all been expecting that when an opportunity for advancement came, such promotion would come to the most deserving, in accordance with the rule which prevails in Police Forces and in accordance with the statements made on behalf of the present Government by the Honourable the Prime Minister in his speech to the Civil Servants and by statements and announcements through the Civil Service Commissioner.

We think you will agree with us that the Members of the Force who have given efficient and faithful service should receive every consideration when a better or more lucrative position becomes vacant and further, if the Members of the Force see that the better positions in the Service are given, when vacancies occur, to those who have rendered splendid service more efficient work will be received from them.

We understand from the newspapers that the appointment of an Assistant Commissioner of Police is contemplated and that it is probable that this office will go to one outside the Ontario Provincial Police Force. We all feel that one of us should be able to fill this position more satisfactorily than any outsider who will require years to learn general conditions with which we are already familiar. We respectfully point out that if the position of Assistant Commissioner is given to an outsider our first expectations based partly upon the Prime Minister's public announcement, will not be realized but that such want of advancement will be apt to give rise to dissatisfaction.

We realize that the representations contained in this letter may be premature, but if we delay until an appointment is made, any representations then made would be too late. We trust, therefore, that you will appreciate our position and if and when the appointment of Assistant Commissioner is made, the appointee will be taken from amongst the present Inspectors.<sup>2</sup>

The *Toronto Globe* had opined as early as April 11 that Alfred Cuddy, Commissioner of the Alberta Provincial Police and a former member of the Toronto police force, would be named assistant commissioner of the Ontario force. On May 15, 1922, by Order-In-Council, Cuddy was so appointed, and whether Commissioner Williams had chosen to ignore the appeal of his inspectors or whether the appointment had been made beforehand is not known. There had been no suggestion that the general's appointment had been in any way resented by these senior officers, but they had left little doubt with respect to their opposition to other outsiders.





*New khaki uniforms for summer. F.W. Gardner.*



*Assistant Commissioner Alfred Cuddy.*



*A cap badge surmounted by a crown.*



However the commissioner interpreted the matter, he would make his own decisions and it is to be noted that many years would pass before any of those inspectors of criminal investigation would be recognized in the way they had hoped—by promotion. Superintendent Rogers may have had some intuitive perception of the new commissioner, for he did something he had not done when Elliot assumed office: he wrote a confidential memorandum to General Williams on May 12, 1922, swearing his allegiance and desire to give his best service toward making the commissioner's "police system" a success.<sup>3</sup>

Alfred Cuddy came to the Ontario Provincial Police with forty years of police experience to his credit, having served with the Toronto force with distinction for thirty years, then as the chief constable of Calgary and as Commissioner of Police for Alberta. He was to serve as second-in-command to the commissioner, which must have been mortifying for Rogers.

To complete the transfers from the Board of License Commissioners, and to provide the provincial police with an improved administrative capability, J.F. Mowat came as chief financial officer, while continuing to serve the license board as chief officer, and N.G. Livingstone, who had been a chauffeur with the board, was made acting inspector of automobiles for the provincials. Their offices were established at 25 Queen's Park, where they would share accommodation with Superintendent Rogers and his investigation department.

## 2

Armed with a whole new set of regulations to further the reorganization of the Ontario Provincial Police begun in 1921, Commissioner Williams lost no time in giving notice of the energy and decisiveness with which he intended to lead the force. His timetable for instituting the new regulations called for a pace previously unheard of in the organization, and his first Police Orders were published the day of his appointment to be followed two days later by Order Number Two. The regular issue of Police Orders was required by the regulations to provide the commissioner with a means of communicating directly to every member of the far-flung organization the various rules and regulations and more general information such as the news of appointments, promotions, transfers, leaves-of-absence and commendations. Police Orders

would have the effect of drawing the members of the force together and would contribute significantly to the esprit de corps and to the sense of belonging. The Orders were also used to draw attention to one very important part in the role of the provincial police which had been included in the regulations made in 1922:

Members of the Force should bear in mind that the Police are a preventive as well as a repressive force, and that the prevention of crime is of even greater importance than the punishment of criminals.<sup>4</sup>

The government had displayed an unexpected foresight in drawing up the new regulations, providing for an "Inspector of Road Police" and for "Road Police (Patrol)" at a time when the provincial force had no statutory highway enforcement responsibilities whatever.

Victor Williams announced a new policy with respect to transfers of members of the provincial police, one that was to remain in effect for many years:

I have found in many instances where Provincial constables and inspectors OTA have been appointed many years ago and have "dug themselves in", so to speak, they do not like the idea of being transferred from one point to another. My contention is that it is undesirable, from an efficiency point of view, that a man should be allowed to remain at one point for a considerable length of time, as his usefulness is much impaired thereby, and an order has been issued that transfers will be made from time to time as may be considered in the best interests of law enforcement.<sup>5</sup>

Perceiving a need for a more rigorous code of discipline for such a widely deployed force, one that would foster a much-desired self-discipline in the officers in the more remote locations, Williams pressed on with the military conversion of the Ontario police. He introduced footdrill into the syllabus of the School of Instruction, initiated regular inspections of the men and their uniforms, and demanded military courtesies such as saluting. In keeping with the military tradition of assigning regimental numbers to individuals, the general directed that all provincial constables be numbered according to the seniority of their appointments. Badge numbers were to be assigned to constables only; all officers of senior rank



*A variety of uniforms. Provincials at 1922 car strike at Niagara Falls. left to right: J.R. Smythe; F.B. Creasy; H.D. Lawrence; F.F. Baugh; E.C. Gurnett. (F.B. Creasy)*



*A new issue of caps and badges. Cobalt district personnel, 1922-23. (Mrs. A. Crough)*

were to be excluded, as were non-uniformed members of the force, such as OTA officers and civilian personnel. There were seventy-five provincial constables on the rolls of the Ontario Provincial Police in June of 1922, only seven of whom had been in service at the organization of the force in 1910, and these were assigned the most senior numbers:

- No. 1 Patrick Kelly, at Niagara Falls, (appointed in 1900)
- No. 2 Michael McNamara, Niagara Falls (1902)
- No. 3 John A. Shields, Gore Bay (1904)
- No. 4 Thomas D. Greenwood, Niagara Falls (1905)
- No. 5 John N. Pay, Niagara Falls (1905)
- No. 6 Charles H. Knight, Parry Sound (1906)
- No. 7 Kenneth D. Campbell, Fort Frances (1907)

The first allocation of numbers had been hastily done, and it was not long before the arguments reached those at headquarters. It was necessary to review the matter, and in October, numbers 17 to 32 were withdrawn and reassigned. New plainclothes badges were issued to replace the older ones, and the constables were provided with numbered collar badges for their tunics.

Commissioner Williams found some confusion on the part of police officers in the field with respect to their responsibilities and their conception of the chain of command when an inspector of criminal investigation reported that he had been refused assistance by provincial constables. Apparently, while on an investigation in the Hamilton area, the inspector was denied help by constables who vaguely felt that they should receive their instructions only from their district inspector—an idea perhaps encouraged by the district commanders. Williams was angered by such an apparent lapse of discipline and fired off a memorandum to all district inspectors commanding that when *any* member of the force asked for assistance, he was to get it.<sup>6</sup>

As a militarist, General Williams was not impressed with the variety of uniforms he encountered on an inspection tour which took him to all police districts in the province soon after his appointment. He found both blue caps and grey stetsons being worn, and the style and cut of the uniforms themselves were far from satisfactory. As a result, a new clothing schedule was devised and put into effect. The old-type tunic with the Prussian collar was discarded and replaced by a new military type; new stetson hats were issued to replace the blue caps, and a new khaki uniform was



to be provided for summer wear. Sam Browne belts were issued, new revolver holsters were supplied, and pea jackets and fur caps were designated as winter wear with the navy blue uniforms. When the stetson hats were issued in late 1922, the blue caps were withdrawn and the maple leaf design cap badges were to be seen no more—no badges were worn on the stetsons. A new issue of navy blue caps with patent leather peaks was made in 1923, however, and a newly-designed cap badge (and matching collar badges) came into use: the Ontario coat of arms enclosed by the inscription, “Ontario Provincial Police” and surrounded by a wreath of maple leaves surmounted by a crown.

A Stores Branch was established, and a stock of supplies, clothing, and equipment was to be kept in a special storeroom attached to headquarters, under the supervision of the provincial inspector posted to headquarters for duty.

To consider the most advantageous deployment of the newly-appointed provincial constables who were expected to graduate from the School of Instruction in 1922, Commissioner Williams sought recommendations of his district inspectors. Inspector McCaffrey, from his headquarters in Ottawa, replied on May 15 and provided some insight into the difficulties encountered by rural police in many parts of Ontario:

The County of Frontenac is a large one and is reported to me as being very rough, with a large amount of back country which is very hard to get through at any time of the year, also a county where there is a great deal of crime being committed as the inhabitants in some parts of it do not respect law of any kind. This is a county which is too large for one Officer to cover properly, and parts of it are such that an officer should not be asked to go into it alone.<sup>7</sup>

Inspector Storie in Sudbury, in his reply, pointed out to the commissioner that there was only one provincial constable on Manitoulin Island, and that there was no railway there to assist him by way of transportation. He wrote further that he had previously asked for the appointment of Alphonse Arsenault of Cutler, who had been a good district constable in the employ of the Spanish River Lumber Company. Arsenault had been called into Toronto for an interview as a potential candidate for the provincial police and had been rejected. Storie had then been asked by headquarters why he had recommended someone with no military service. The

inspector explained that there had been so much friction between the English- and French-speaking people in his district (stemming from wartime conscription which had been opposed by the latter) that he had advised against asking any questions relating to military service.

### 3

In addition to the regular police work of crime prevention, investigation, and the apprehension of lawbreakers, the men of the Ontario force were called upon to perform other duties. On May 19, 1922, more than two hundred unemployed veterans of the recent war started out from Toronto to march to Ottawa to protest their plight, and members of the provincials were assigned to accompany them. Inspectors Paxton and Killing were given the duty, and with the marchers, went by stages along the Lakeshore Highway eastwards. The old soldiers marched by day, and at each night's staging, were given shelter and food by the municipalities enroute. Via Prescott and Kemptville, the army of veterans marched for sixteen days, arriving in the nation's capital on June 4. To the Prime Minister of Canada and his Minister of Labour the men made their petition known on June 5, and expressed their intention of remaining in Ottawa until their demands for rehabilitation had been met. The authorities offered free railway passage back to Toronto, but the offer was refused and the men became unruly and abusive at such response by the government. Turned out of the building where they had met with the prime minister, the veterans marched some four miles from the capital, and in the teeming rain, commandeered a barn for shelter. Turned out once again into the rainy night, the despondent men trudged back to Ottawa and grudgingly boarded the train for their return to Toronto.

They arrived back in the Queen City at 6:40 P.M. on June 6, marched directly to Queen's Park, and set up an encampment where they remained until the twelfth. Another march on Ottawa was begun, and the somewhat reduced army had travelled by foot as far as West Hill when word came that the federal government would undertake a re-examination of all cases of disability and veterans' hardships. The men returned once again to Queen's Park where they remained until August when the protest was finally abandoned, but only after they had assured the government that if



*The Detachment car at Bridgeburg, 1922. (F.B. Creasy)*



*Department of Public Highways traffic officer, Glen McQueen. (F.B. Creasy)*



*The Detachment car at Port Arthur, 1923. F.B. Creasy. (F.B. Creasy)*

the promises made to them were not fulfilled, they would return to Ottawa in October at the head of ten thousand veterans.

## 4

By 1922, there were more than 180,000 motor vehicles registered in Ontario, and the traffic laws on the highways in the southern part of the province continued to be the enforcement responsibility of the highway traffic officers of the Department of Public Highways, who patrolled the government roads on motorcycles. The provincial police had been directed to enforce the Motor Vehicles Act whenever they observed traffic offences in the course of their duties, and in 1922, the force laid 585 such charges. Commissioner Williams saw traffic law enforcement as a police function and submitted his contention to the attorney general in his annual report. He even went so far as to advise that he was considering establishing his own provincial police motorcycle patrol.

Even without traffic responsibilities, however, the Ontario force had much need for improved and modern transportation facilities, and newly appointed Acting Inspector of Automobiles Livingstone was given charge of a fleet of automobiles provided by the government for the use of the provincial police. It was not a large fleet, in this first year, consisting of two cars at headquarters and a further fifteen deployed throughout the nine police districts. Detachment cars were put into operation at Windsor, Essex, Wexford, and Bridgeburg, as well as at Kitchener, Oshawa, Belleville, Madoc, Ottawa, Brockville, Cornwall, Cobalt, Sudbury, and Port Arthur. Even where cars were available, however, members of the force were constrained to use the cheaper rail travel for longer distances.

Where no motor cars were provided, the provincials had to use whatever means were available, and the government made allowances if costs were involved. Up to four dollars was allowed for horse hire, and for the use of a personal car or a rented automobile, thirteen cents per mile was paid for a Ford and seventeen cents for larger cars. From the paltry sum of \$33 spent towards automobile services the previous year, \$17,777 was paid out for the purchase of cars, and a further \$4,542 spent for gasoline, repairs, and services in 1922.<sup>8</sup>

The lot of the constable improved somewhat during the first year of Commissioner Williams's command by the revision of



salaries. The men were graded into four classes, according to seniority, and unless otherwise recommended, they would be upgraded each year of service until the top grade was reached after four years and the maximum salary would be paid. Henceforth, the senior, grade A constables, of whom there were ten in number, would earn \$1,800 per year. Two members were of grade B at \$1,700, nineteen were paid \$1,600 as grade C, and the remaining forty-three grade D constables were to receive the salary of \$1,500 per annum.

Chief Provincial Inspector Ayearst was transferred back to the Board of License Commissioners for special duty on June 8, 1922, and his position as head of the OTA Branch was assumed by Assistant Commissioner Cuddy. Arthur Paxton was attached to the commissioner's personal staff at headquarters in June, and on August 15 was promoted to the new rank of staff inspector. A number of district inspectors were transferred when Inspector E.E. Adams was appointed a police magistrate and Provincial Constable Clement A. Jordon was promoted to district inspector at Ottawa; Inspector Hammond was transferred back to the CID pro tem from his "exile" with the OTA Branch. General Williams decided late in 1922 to select a provincial constable from each police district to be promoted to the rank of sergeant to assist his district inspector and act as his second-in-command. Assistant Commissioner Alfred Cuddy personally interviewed twelve selected constables and from them recommended ten for promotion: L.R. Atkins, F. Low, F.B. Creasy, E.C. Gurnett, W.H. Loughheed, S.B. Young, A.H. Palmer, A.E. Rae, K.G. Atkins, and J. Urquhart. Cuddy also interviewed J.D. Proctor and T. Fraser and suggested that they be promoted to the new rank when vacancies next occurred. The commissioner chose to make sergeants of Proctor and Fraser immediately, and left Low and L.R. Atkins to await a future opportunity.

At headquarters, Provincial Constable L.C. Gibbons, who had been appointed to the force in May, was promoted to the rank of staff sergeant on November 1, 1922, to take charge of the Stores Branch and to perform clerical duties in the commissioner's office. He did not remain long in this position; barely six weeks later, just before Christmas, Gibbons allegedly cashed the pay cheques of a number of senior force officers and fled from the city. A warrant was issued for his arrest on charges of forgery and placed in the hands of Inspector Hammond.<sup>9</sup> Gibbons was dismissed from the provincial police on January 1, 1923.

## 5

On October 4, 1922, disastrous fires swept across twenty-one townships in the District of Temiskaming, utterly destroying the town of Haileybury and some fifteen other municipalities. The loss of life was estimated at 45, and 1,774 families were left homeless. The Ontario Provincial Police responded by assigning Staff Inspector Paxton to assume command of a relief train being assembled in Toronto to convey food, clothing, and other necessities provided by the militia. Arriving in North Bay on the evening of October 5, Paxton was summoned to the car of the premier to receive his instructions: he was to deploy the twenty-three men he had taken with him from a recruit class at the School of Instruction into police detachments to be set up for distributing equipment and, if possible, providing shelter. Rather than try to establish "concentration camps" for the burned-out families, the refugees were to be encouraged to take the loaned equipment, such as tents, back to their homesteads.

The relief train continued northwards during the night, and



*Provincial Police recruits at Thornloe. left to right: Sam Vosberg; Provincial Constable R.P. Labelle; Provincial Constable W.H. Andrews; Ed Cook; Ernest Gardner. (H. Labelle)*

constables were dropped off to establish relief stations. At Cobalt, Constables A.W. Riepert, E. Hand, and G.J. Spencer alighted from the train, and in Haileybury, H. Storey was left in charge. G.R. Elliott and T. Jones constituted the post in New Liskeard, and at Earlton, the officers left were G.R. Stockbridge, C.B. Ellen, and L.F. Hitchman. Englehart and Charlton were manned by T.W. Robb, T. Moring, and H. Rowe, and by H.A. Shaw and A.L. Mennie respectively. The train arrived in Thornloe at about two o'clock in the morning, and the officers assigned, W.H. Andrews, H.E. Thompson, and R.P. Labelle, set up their tents in the rain and sleet, with the ground still burning around them, and with the only illumination being provided by the train engine headlight, later supplemented by a few stable lanterns.

The relief train moved continually up and down the line between Cobalt and Englehart until October 20, and the provincial constables that made up the train crew lived in a baggage car and worked late into the nights helping distribute kitchen ranges, building materials, furniture, and all manner of relief supplies. It was reported that as many as nineteen freight cars and one baggage car were thus handled in a single day by the crew of eight officers. After the twentieth, local relief committees began taking over the relief stations from the provincials, the first one being at New Liskeard where, Paxton reported, the public officials and citizens showed the utmost willingness to assist in every aspect of the relief work.

While the relief crews tendered their help, another team of provincials under the command of District Inspector Moore arrived on the scene on October 8 and undertook the duties of searching for casualties, registering refugees, and performing various guard duties. Provincial Constable Cousans was assigned to Thornloe, S.B. Young and J.D. Proctor to Haileybury, K.G. Atkins and W.H. Boyd to New Liskeard, W. Rich to Englehart, L.G. Gardner to Charlton, and A.H. Palmer to Cobalt. The provincial police were further reinforced on October 9 when the other seven recruits remaining at the School of Instruction were sent north, and Paxton was granted the assistance of Provincial Inspector Blackwall, who had personally been burned out with the total loss of his home and all his possessions.

Staff Inspector Paxton was free with his praise for members of the force who dedicated themselves to this task: Inspector Moore, who personally gave shelter in his own home to some eight or nine families; Provincial Constable John Urquhart who had, after car-



rying his sick wife from their home to the railway station in Englehart, led the first search party through the still-burning bush and dense smoke to bring aid to the stricken village of Charlton; G.R. Hornbeck, who drove a car back and forth through the fire evacuating refugees until he was overcome by smoke; Provincial Constable J.A. Kenny, who carried supplies to those in need for eighty-eight hours without adequate food or clothing, winning the acclaim and respect of many.

## 6

By the end of October, 1922, the Ontario Provincial Police consisted of 22 ranking officers, 75 provincial constables, 67 OTA officers, and 31 civilian members for a total of 195. The commissioner proudly reported that seventy-nine percent of the force were returned servicemen in keeping with a government policy established in 1916 to give preference to such in making appointments to the government service. He had reason to be proud, too, of the



Fire relief at Thornloe, 1922. Recruits under the command of Provincial Constable T.W. Cousins, extreme left. (H. Labelle)



quality of the veterans who had chosen the force as their careers: Michael O'Leary, a provincial officer OTA, who was a holder of the Victoria Cross; Reginald Bumpstead, Ernest Gurnett, and Frederick Hughes were Military Medal winners, and Francis Gardner and Christopher Airey had been awarded the Meritorious Service Medal. Provincial constables were manning sixty-two detachments across the province, and there were OTA officers at fifty-seven locations.

In the office of the commissioner, a Central Record Office, which consisted of a Filing Bureau, was established and an Identification Bureau was planned just as soon as the necessary photographic and fingerprint equipment could be acquired. The headquarters in Toronto had literally exploded from a staff of six officers and one civilian in October, 1920, to an organization of eleven police officers, eleven OTA officers, and twelve civilian members by the fall of 1922.

Little had been heard from Superintendent Rogers during those first months of Commissioner Williams's command, and it is not clear whether his one-time resentment of outsiders assuming responsible positions in the force was still as apparent. For whatever reason, Williams had reached the end of his acceptance of his Criminal Branch head; after thirty-eight years of continuous police service, and at the then pre-retirement age of sixty-three years, Joseph Edwin Rogers received the commissioner's coup de grace on December 6, 1922:

H.Q. 4-145

Toronto, December 6, 1922

Memorandum for Superintendent Rogers, Criminal Branch,  
Investigation Dept.

I desire to inform you that it is with regret I have had to recommend your retirement from the Service, as I do not consider it in the interests of the Force that you should continue to hold the position that you do at the present time.

I have therefore seen fit to recommend to the Honourable Attorney General that you be granted leave of absence on full pay from 6th December until 1st January 1923, looking to your retirement on pension.

You will be good enough, therefore, to hand over your

duties to Assistant Commissioner Cuddy as from the 6th December 1922.

V.A.S. Williams,  
Commissioner,  
Ontario Provincial Police.<sup>10</sup>

It was done; the transition was complete; much of the old order had gone and the reorganization had been accomplished. Cuddy was immediately given command of the Criminal Branch and Staff Inspector Paxton took over the OTA Branch. The Rogers era was over and retirement was set for June 4, 1923, at which time the rank of superintendent was abolished.

While Joseph Rogers contemplated his separation from the government service, the people of New Ontario were contemplating a separation from the rest of the province. A number of persons were voicing resentment over the treatment of the north as a Crown colony by the provincial government, and, it was reported, a vote on secession was to be held on the first day of the new year—January 1, 1923.<sup>11</sup>

# 7

## *Manhunt*

Leon Leopold Rogers was twenty-one years of age when he was released on parole from Kingston Penitentiary and returned to the home of his parents in North Bay on Christmas Day, 1922. One of the terms of his parole required that he report to the local police department regularly, and it was on the occasion of his visit on April 27, 1923, that he was found to be carrying two concealed hand guns, and was immediately arrested. Appearing in court to be arraigned on May 16, Rogers drew what appeared to be a revolver (and was later found to be an imitation gun made from an umbrella handle) and made good his escape, commandeering a passing car and driver to convey him to the outskirts of town. An immediate search failed to locate him, and it was not until about ten o'clock the following evening that the local police had the least idea of his whereabouts. Responding to a telephone tip, Chief Morbey, Sergeant William McGovern, and Constables Lefebvre and Robb went to a garage at the edge of town where they were met by a hail of bullets as they alighted from the police car. During the ensuing gun battle, McGovern was wounded, and Rogers fled again into the bush. On the morning following, the fugitive was once again spotted by Constable Lefebvre, and in an exchange of shots, the police officer was mortally wounded. Fred Lefebvre had been appointed a provincial constable in 1912, had been assigned badge number 8 in 1922, and had left the provincial police on June 30 of that year to serve with the North Bay Police Department.

The assistance of the Ontario Provincial Police was requested, and on the same day, the Province of Ontario offered a reward of \$1,000 for information leading to the arrest of Leo Rogers for the murder of Lefebvre. Inspector Stringer of the Criminal Branch led a squad of officers from Toronto, who arrived in North Bay by train on May 20 to find Inspectors Storie, Moore, and Blackwall already directing a provincial police response. To reinforce the posse

## ONTARIO PROVINCIAL POLICE

# \$1000 REWARD

## Leo Rogers Wanted for Murder



LEO ROGERS

ONE THOUSAND DOLLARS REWARD will be paid by the Government of the Province of Ontario, for the arrest or such information as will lead to the arrest of Leo Rogers, who shot and killed Police Constable Fred Lefebvre near North Bay, District of Nipissing, about 6 a.m., Friday, 18th May, 1923.

In case more parties than one claim to be entitled to share in the reward, it will be apportioned by the Attorney General.

Salaried Police Officers are not eligible to share in the reward.

ROGERS IS DESCRIBED AS FOLLOWS: Five feet eleven inches, one hundred and sixty pounds, twenty-one years of age, thin face, dark sallow complexion, clean-shaven, sunken dark eyes, black hair, wearing blue serge suit, dark green fedora hat, black boots with toe caps, white shirt black stripes, no collar, no tie.

Please communicate any information by wire collect to

Toronto, Canada.  
21st May, 1923.

V. A. S. WILLIAMS,

Commissioner Ontario Provincial Police.

*A reward was offered.*



being organized to search for the desperado Rogers, the North Bay police hired a number of townspeople at five dollars a day, with meals provided.

For nearly two weeks the searchers were kept busy responding to many calls reporting possible sightings of Rogers, who continued to range about the North Bay area stealing food, weapons, and a boat. Even when Commissioner Williams came to North Bay to assume command of the manhunt, Rogers managed to evade his pursuers until May 30. Finally, the stake-out on Rogers's home paid off; at 2 A.M., a shadowy figure was seen entering the house, and provincial police Sergeant John Urquhart approached the door to investigate. A shot through the door struck the officer in the heart, killing him instantly, and Rogers escaped once again by jumping from a window and heading for the bush. The area was searched until morning without result, and nothing further was learned of Rogers until mid-morning, when a person answering his description was reported seen on the south shore of Lake Nipissing, fifteen miles south of North Bay across the lake. By this time, some thirty provincial police officers were engaged in the manhunt and they were divided into groups to converge on the south shore location through the bush and by boat. The accounts of the events on the shore of Lake Nipissing that day are confused; it was said that when the officers approaching by land were near enough to recognize their prey, Rogers picked up his rifle and ran towards the



*Seeking a fugitive. Sergeant Urquhart, left, leading a posse. (Mrs. Joyce Hambleton)*

bush, stopping for a moment to drop to one knee and raise the rifle for an instant before continuing his flight, and was dropped by a single shot from a police rifle fired by Inspector Storie. Another version contended that the shore party was able to get quite close to Rogers while his attention was directed to an approaching launch, and when he raised his rifle to fire, he was felled by shots from the posse. What is certain is that Leo Rogers died that afternoon, and Inspector Stringer, on viewing the body at the funeral home, declared that "there were several bullet holes which from their location would have killed him."<sup>1</sup>

The first member of the Ontario Provincial Police Force to lose his life in the execution of his duty had died at the hands of Leo Rogers. John Urquhart had been appointed to the force on August 4, 1920, and in 1922, while stationed at Englehart, had been assigned badge number 16. He was among the first officers appointed to the newly created rank of sergeant on February 6, 1923, and posted to No. 7 District headquarters at Cobalt.

For their part in the Rogers affair, twenty-nine members of the force were commended in Police Orders on June 7, 1923. These included Provincial Inspector Blackwall of Haileybury, Inspectors Stringer, Hammond, and Ward from the Criminal Branch, and District Inspectors Moore and Storie, as well as Inspector of Automobiles Livingstone. Constables had come from as far away as St. Catherines, and a chauffeur from Sudbury, Harrison Demorest, was also commended for his part.

The death of John Urquhart brought to light a situation that had not been anticipated—the suffering and deprivation resulting to a slain officer's family. Commissioner Williams recommended that some provision should be made under the Public Service Superannuation Act for such an eventuality, in order that a suitable pension would accrue to the descendants of provincial officers killed in the performance of their duties; in this way, perhaps, the delay attendant in the passing of a special grant by the government could be avoided. Williams cited the case of Urquhart's widow, who was about to become a mother at the time of the sergeant's death and who had been left with practically no means of support; she had of necessity been taken in and cared for by a brother officer while waiting for some assistance from the government. The matter was still under consideration some six or seven months later.<sup>2</sup> It must be assumed that the premiums totalling \$1,526.40, paid to the London Guarantee and Accident Company in 1923 for accident insurance for the constables of the provincial police, were to pro-

vide for circumstances other than the untimely death of John Urquhart.<sup>3</sup>

## 2

By 1924, Ontario had some 27,000 miles of roads suitable for automobile use, including 1,800 miles of provincial highways. The 1923 map of provincial highways published by the Department of Public Highways shows that the province had assumed responsibility for roads in the southern part of Ontario only: from Windsor to the Quebec border, from Fort Erie to Windsor, and around the end of Lake Ontario from Niagara Falls to Toronto. There were others from Sarnia to Brampton, Hamilton to Kincardine and Kitchener, Owen Sound to Arthur and Port Credit, and from Toronto to Washago. In the eastern areas, the highways ran from Whitby to Lindsay, Port Hope to Peterborough, Belleville to Picton, Kingston and Prescott to Ottawa and on to Pembroke, and from Hawkesbury to the Quebec border. Inspector Greer of the Criminal Branch was sent from Toronto to report on an automobile accident near Whitby in which Inspector OTA Mason was badly shaken up and Crown Attorney Farewell had several bones broken. The driver of the other car was charged with criminal negligence and on January 23, 1924, was found guilty and fined twenty-five dollars. In another case calling for Criminal Branch enquiry,<sup>4</sup> a Wellington County resident was killed when his horse and buggy collided with an automobile at Guelph on May 24, 1924. The commissioner in his 1923 Annual Report had urged the licensing of drivers of automobiles after requiring them to pass suitable examinations because of, as he contended, "the useless and wasteful sacrifice of valuable lives" caused by the misuse of the automobile. The facts supported his position, and he continued to press for the police assumption of highway law enforcement. Although the provincial police still had no direct responsibility for the provincial traffic laws, they were still expected to enforce the laws when violations were observed. The paucity of department automobiles, however, made any highway duties coincidental with other activities. The district inspector of No. 4 District in Toronto lamented the fact that "the speed of automobiles used by bandits and bootleggers has invariably exceeded that of Departmental Police Cars such as when a Durant-four car attempted to intercept a stolen Cadillac."<sup>5</sup>

At headquarters, Assistant Commissioner Cuddy reported to the





*A motor accident near North Bay. (Ontario Archives, S. 17210)*



*A disconsolate highway traffic officer.*



commissioner that the Durant car which had been at the disposal of the Criminal Branch was worn out and practically useless, and requested replacement. The inspector of automobiles was directed to provide the criminal inspectors with a recently seized and confiscated Hudson car bearing a Michigan license.

The widespread use of the automobile had a profound effect on the character of criminal activity and the police need for some mobile response. Crimes of violence, such as highway robbery, bank hold-ups, robberies, and burglaries in small towns without adequate police protection were reaching epidemic proportions and were blamed on the ready availability of both cars and firearms. Instances where "a certain revolver-using, motor-mad type of criminal, realizing the ease with which an organized band of desperadoes can terrorize the unarmed and unorganized public and escape before the officers of the law have even been notified, much less reach the scene of a crime," were reported by the commissioner of the provincials.<sup>6</sup> In his annual report to the attorney general in 1923, Williams described how well-organized gangs of crooks often cut telegraph and telephone wires before committing serious crimes, "...thus leaving only radio as practically the only means of rapid communication." He recommended that the services of "radio users" be enlisted on the side of law and order.

Although in 1923 three motorcycles had been acquired by the provincial police, these had been used almost exclusively for OTA duties and were based at headquarters in Toronto. In 1924, a motorcycle patrol was organized to help combat mobile crime as well as lend some strength to the provincial police highway traffic law enforcement. On May 6, six constables were assigned to the new patrol duty:

- No. 55 R.F. Davis, at Belleville
- No. 86 A.L. Mennie, at Windsor
- No. 95 A. Martin, at Morrisburg
- No. 119 L.J. Carroll, headquarters, Toronto
- No. 120 H.E. Allen, headquarters, Toronto
- No. 124 J. Dick, at Hamilton

It would seem, however, that the duties of the patrol were more concerned with the enforcement of the liquor laws, and the actual number of charges laid with respect to traffic enforcement by members of the force was actually less than the year previous. When Alfred Cuddy inspected No.1 District in 1924, he reported

that "one man with a motorcycle for the purpose of intercepting liquor is absolutely useless without a second man in a side-car with him."<sup>7</sup>

## 3

For two years, a rural resident of Oxford County was the terror of local law enforcement officers, and after assaulting a bailiff intent upon serving process papers, defied the police or anyone else to lay a hand on him. The matter was reported to the Commissioner of Police for Ontario.

Peter Robertson lived with his wife and seven children on his failing farm some fourteen miles from Woodstock. When Bailiff Payne, accompanied by a local constable, had gone to his farm, he was set upon by Robertson and chased from the premises. Later, a posse of provincial police, led by District Inspector Airey from Niagara Falls, went to the farm to arrest Robertson for the assault, but were met by such determined opposition from the entire family that they retreated without their prisoner. When the farmer's open defiance of the law was reported to the deputy attorney general in Toronto, Edward Bayly, a scheme was set afoot to bring Robertson in. Inspector Stringer of the Criminal Branch was assigned to lead the raid to capture Robertson, and he selected Inspectors Albert Ward and Airey, and three provincial constables, George Mackay, F.F. Baugh, and G.J. Jorgensen to accompany him. In his journal, Stringer described the operation:

We proceeded to Woodstock on January 23, 1924. On the following morning at dawn, finding the roads impassable for cars, I engaged several horses and cutters and proceeded to the Robertson farm, followed by a number of newspaper reporters and photographers. ...I was told that Robertson was armed with a rifle and would put up a stiffer fight than ever, particularly encouraged by his victory over the police a month previous. I went armed with the only rifle. On arrival at a farm adjacent, we drove in and had the farmer take care of our horses and to hold himself in readiness in the event that we required his services. ...I borrowed an axe, and heading the posse, walked along the road to the Robertson's farm...

When within a hundred feet of the house, I strung out my party in Indian fashion and advanced on the place. I made up my



*The Robertson raid. Inspector A.H. Ward, CIB, right, and the family. (W.H. Stringer)*

mind that the house must be rushed without any hesitation ... I found the woodshed door barricaded, I cut it open with my axe... the kitchen door was next. The air was filled with blasphemy that rose from within the house... I hit the barricaded inner door several times and it fell into the room. I made a dive at Robertson who was armed with a club, and fell with him... Mrs. Robertson making a pass at me with an axe. The other officers piled in and after a brief scuffle had Robertson, his wife and the older members of the family under arrest. I got a wallop on my left forearm which disabled it for some time, the other officers came off without injuries.<sup>8</sup>

During the melee, Robertson had been struck on the head by the billy of Jorgensen, and Inspector Airey afterwards bandaged the wound before the entire family was carted off to Woodstock in a sleigh. Both Robertson and his wife were ultimately committed to an institution for the mentally ill.

## 4

On January 24, 1924, Staff Inspector Arthur Paxton tendered his resignation from the Ontario Provincial Police, citing as his reason that he had not enjoyed the confidence of his superiors in connection with his duties as head of the OTA Branch. Commissioner Williams called the attorney general, who insisted on seeing Paxton before his resignation could even be considered, and the staff inspector attended the minister's office to spell out his grievances. Whatever was discussed was not recorded, but following the meeting, the attorney general directed that Paxton's resignation be accepted, and he departed on February 20. Arthur Paxton's career with the force had been exceptional: appointed a provincial constable in August, 1920, he had risen rapidly in rank to divisional inspector, provincial inspector, then, before the end of 1922, to staff inspector in charge of the entire liquor law enforcement of the provincial police. He had served the province with distinction, leading the force response to special assignments such as the veterans' march on Ottawa and the Northern Ontario fire relief in the Temiskaming District. The reason for his departure from a career in policing is therefore somewhat of a mystery. On March 17, 1924, Provincial Inspector F.E. Elliott was moved from Stratford to Toronto to take charge of the OTA Branch.

Shortly after arriving in Toronto, Elliott recalled, he received a telephone call at his boarding house from a Sam Nathanson—a stranger to him—who wished to arrange a meeting at the Queen's Hotel on Front Street. When the caller declined to give any reason for wanting to see Elliott, the latter became suspicious and suggested that Nathanson come to the inspector's office at headquarters. Finally, Nathanson agreed to go to Elliott's residence that same evening, and Elliott asked Cuddy to be present. When Nathanson arrived, the assistant commissioner remained out of sight but within hearing. The visitor, without hesitation, offered Elliott a bribe of \$1,500 a week if he would direct his OTA officers elsewhere whenever Nathanson advised him of the arrival of a carload of liquor.

Nathanson removed a roll of money from his pocket as Alfred Cuddy stepped into the room. Nathanson was tried in Toronto before Judge Wright, charged with attempted bribery, and was defended by Herbert Lennox, KC. The attorney general consid-



ered the matter of such importance that he appointed Sir William Hearst, KC, the former premier, as special prosecutor, and Nathanson was subsequently found guilty and sentenced to three years in Kingston Penitentiary. The sentence was upheld by the Court of Appeal.<sup>9</sup>

## 5

Commissioner Williams's edict with respect to transfers had the effect of increasing the number of relocations affecting force personnel as he had intended. What he had not anticipated was the almost traditional honour paid departing friends by the giving of testimonial parties and the presentation of gifts. The commissioner could not countenance such practices and directed in his Police Orders in 1925 that the custom be discontinued. On the other hand, Williams would consider requests for special recognition to be extended to his men for outstanding service, even if such recognition included a gift or reward. Provincial Inspector Elliott recommended on November 11, 1925, that Provincial Constable Mennie be permitted to receive and retain a reward offered by the Canadian Bankers' Association, and the commissioner forwarded the request to the attorney general.

Arthur Moss of Edmonton was appointed to the senior staff of the Ontario Provincial Police on July 7, 1925. Moss had served with the RNWMP and the RCMP from 1912, and as officer in charge of the criminal investigation unit of "G" Division in northwest Alberta and the western Arctic, had purchased his discharge to accept an appointment as provincial inspector with the Ontario force. Michael O'Leary, V.C., had resigned from the provincial police on June 15, 1923, and in 1925 another holder of the Victoria Cross, Colin F. Barron of Toronto, was appointed a provincial constable and assigned badge number 145. Other personnel changes included the dismissal of Inspector of Automobiles N.G. Livingstone in 1924 for "conduct unbecoming a police officer" (although he was a civilian member of the force). In August, Provincial Constable William H. Boyd was made acting inspector of automobiles and transferred from Haliburton to headquarters in Toronto. Lionel Frederick Hitchman joined the provincials in November of 1922, but stayed only four months as a constable. The requirement that a force member have no other occupation necessitated Hitchman's resignation; he had been and intended to

continue as a professional hockey player with the Ottawa Senators of the National Hockey League.

Following the appointment of the sergeants in January of 1923, the favourable opportunities for advancement, which had marked the reorganization years of 1921 and 1922, shrank to almost negligible proportions. In 1923, only two promotions were posted, those of two provincial constables to the rank of sergeant at mid-year. No other raises in rank occurred until 1926. The services of two district inspectors were dispensed with: Frederick Hughes, who commanded No.6 District at Cornwall, where it had been moved from Ottawa, left on December 4, 1925, and J. McCaffrey of Kitchener in No. 3 District departed on January 6, 1926. They were replaced in March and April by newly promoted Inspectors A.H. Palmer and Hamor Gardner. In December, 1926, John Miller replaced Greer as the senior inspector of the Criminal Branch, and Sergeant A.E. Rae was promoted to district inspector at No. 4 District, which had been moved from Toronto to Barrie. William Greer left to enjoy his retirement at the end of 1926, having served in a position of responsibility for thirty-four years since his appointment as a government detective in 1892. He had been the senior inspector for seventeen of those years.

During 1926, some thirty appointments were made to the provincial police, while sixteen members left for one reason or another. One former member who applied for re-appointment was John Ataman, who had first joined the force in 1920 and had been dismissed in 1923. His re-hiring was urged by the assistant commissioner, primarily because Ataman spoke several languages: "Russian, Polish, Austrian, Bulgarian, Macedonian, Roumanian, and English."<sup>10</sup> Contrary to all the rules, Ataman was re-appointed on June 9, 1926, and posted to Atikokan, only to separate from the force again the following year. In Chatham, Provincial Constable Findlay Low, who had been passed over in the promotions to sergeant, left the force in 1926 to accept the position of chief of police at Chatham.

Although the procedure for appointment to the provincial police had been pretty well established by 1925, there were exceptions. It had become the custom for potential candidates to be called to Toronto for a personal interview with the commissioner and to be sent to the School of Instruction before actually being appointed. Since the departure of Paxton, however, the services of an instructor were not always available, so the usual procedure was occasionally waived. One recruit was interviewed by the commissioner

during an inspection tour of Port Arthur and appointed by telegram a short time later without undergoing training, except by his inspector at the lakehead. Lawrence C. Carr was appointed a probationary constable on August 19, 1925, assigned to district headquarters, and measured for a uniform which duly arrived from the Stores Branch in Toronto—a navy blue uniform with red trouser stripe and a stetson hat. Carr was not to undergo any formal police training until 1938. The probationary period of employment had first come into use in 1920 and, for eleven years, was for a period of two months before a permanent appointment was made to the satisfactory officer.

The offices of the investigation department and the chief financial officer at 25 Queen's Park had become too crowded by 1926 and were relocated to 71 Grenville Street in Toronto.

## 6

The memory of the death of John Urquhart was still fresh in the minds of the provincials when Sergeant Frank Creasy, in January of 1924, was handed a warrant to bring in Peter Tomac for a mental examination. Going to a shack near the Port Arthur-Duluth railway line station of Silver Mountain, Creasy had no qualms about his duty—he knew Tomac and believed him to be harmless. When he knocked on the door of the shack, a rifle was fired through the door, striking Creasy under the right arm, and Tomac fled to the bush. Creasy was taken to hospital in Port Arthur where he remained for eight months recovering from his wound. As soon as the shooting was reported, District Inspector William Loughheed organized a manhunt by provincial constables from the district and began the search for the fugitive Tomac. Provincial Constables W.G. Ingram, F. Buchanan, and J.D. Ovens set out with the inspector from Tomac's shack, following a set of tracks in the snow. Provincial Constable Percy Hake, called in from Dryden, teamed up with the local game warden, Joe York, and they set out on snow shoes to follow another trail. After two days, Hake and York found Tomac lying dead near an uprooted tree where he had apparently taken his own life. Later, gossip alleged that Tomac had been shot by his pursuers, but this was rejected as untrue.

The police were prepared to face almost any difficulty or hardship to pursue a suspect or wanted criminal. On one occasion Harve Joaniss was wanted in connection with a murder investiga-



*Bringing in Tomac. left to right: W.H. Lougheed; P.T. Hake; Gamewarden Scott. (F.B. Creasy)*



*A speeder near Flanders, c. 1925. (Ontario Archives, S. 15489)*

tion at Smooth Rock Falls, a company town about thirty miles west of Cochrane, and the provincials sought and followed his trail over a vast area. It was the spring of 1925, and using a gasoline-powered speeder (a small, four-wheeled open vehicle for running on railway tracks and used for transporting railway maintenance personnel), the officers travelled from Cochrane to Hearst and back, south to Timmins, to Iroquois Falls, to Kirkland Lake, and finally to the end of the steel at Larder Lake. Following persistent reports that Joaniss had been seen further east, the officers acquired equipment and provisions at Larder Lake and set out on foot for Rouyn City, Quebec, through more than forty miles of bush trails. The frost was almost out of the ground that April, and with the spring floods at peak, the trail was all but impassable, and the journey took three days. When they arrived, they found a wild, wide-open frontier community with a street of deep mud, but with a detachment of Quebec Provincial Police, who helped them comb the settlement for their quarry. Joaniss was not there. Staying for two nights at the local Osisko Hotel, a log building which provided steel, multi-tiered bunks, the men learned that the trail back





At Rouyn Landing. left to right: Louis Masse; W.H. Stringer; A. Craik; M. Tobin; G. Delves; Constable Begin. (W.H. Stringer)



The Osisko Hotel, Rouyn. (W.H. Stringer)

to Larder Lake was no longer passable because of flooding. A canoe was obtained at Rouyn Landing, and the provincials from Ontario set out across Lake Rouyn, up the Kinojevis and Villemontel Rivers to Villemontel, some seventy miles north-east of Rouyn—a journey of two days. There, they were able to clamber aboard a passing west-bound freight train which took them to O'Brien, where they arrived in a howling blizzard. The following night, another train deposited them back in Cochrane. Despite these exertions, Joaniss was never apprehended.<sup>11</sup>

Riding a railway speeder was sometimes a dangerous experience. One night in June, 1926, Provincial Constable Wetherall and Inspector OTA Thomas Constable of Cochrane, accompanied by RCMP officers, raced by speeder to an outlying part of the district in answer to an urgent call for police assistance. They collided head-on with another speeder; Wetherall was severely injured, and it was many months before he had recovered sufficiently to resume his duties.

## 7

During the first years of Commissioner Williams's mandate, members of the provincial police force continued to experience difficulties and frustrations in the enforcement of the Ontario Temperance Act. The more careful screening of those appointed for undercover work had resulted in greater public acceptance of the methods employed in enforcement, but a large illicit trade in liquor was still being carried on throughout the province. A considerable quantity of liquor was coming into Ontario from Quebec, and to a lesser extent, there were importations into the north-western part of the province from Manitoba. The liquor came by road, rail, and water, and even allowing for the almost unbelievable devices used as camouflage, the officers had been successful in seizing large quantities. More troublesome still was the liquor, legally produced in Ontario distilleries and breweries for export, that was finding its way into the stocks of Ontario bootleggers.

To export liquor from Ontario was a simple matter and was perfectly legitimate during the 1920s, as long as the foreign destination was a country permitting the legal importation of alcoholic beverages. The producers shipped their products by truck, usually with the load sealed and the driver in possession of an export permit issued by customs officers. On arrival at a designated port, the

liquor loads were transferred to ships under the watchful eyes of customs officials, and a port clearance was then granted. The whole procedure became illegal when the vessel unloaded at an American port where importation was prohibited, or at another Ontario port for distribution to outlets such as bootleggers for local consumption. It was not uncommon, especially in the Windsor area where the United States was only a mile away across the river, for small boats to depart from the export docks with customs clearance for ports in Cuba or South America, to return but an hour later for another foreign consignment. This "rum running" was making fortunes for those prepared to accept the risks, and the corruption of officials on both sides of the border was not inconceivable.

In addition to these sources of supply to Ontario consumers of what might be termed "genuine" (if illegal) liquor, vast amounts of moonshine and home brewed beer were being dispensed by bootleggers from bottles bearing labels easily mistaken for those of well-known commercial producers. The provincials joined with the RCMP and Inland Revenue officers in the search for stills. The increases in liquor sales throughout Ontario had encouraged newspapers to suggest that there had been a let-up in enforcement practices, but this Commissioner Williams denied. Certainly the provincials had not eased their efforts, and the premier, G. Howard Ferguson, was moved to comment that in 1925 more than \$400,000 had been spent by the province for OTA enforcement, while only \$355,254 had been expended for all other law enforcement activities combined.<sup>12</sup> Nevertheless, many were the difficulties encountered by the provincial force when over-zealous officers occasionally proved more of an embarrassment than the existence of the bootleggers themselves, or when an officer succumbed to the joys of intemperance or other temptations that came his way.

In 1923, officers at provincial police headquarters in Toronto became suspicious of one of the OTA officers stationed in Hamilton. Doubting his integrity, they decided to replace him and sent a special operator from Brockville to Hamilton to take over. The "special" was introduced to his predecessor's contacts, then the latter, perhaps expecting and fearing exposure, left hurriedly without notice and went to the United Kingdom. The special operator was later replaced in Hamilton and sent to Stratford to work with Provincial Inspector Elliott, but his conscience prompted him to confess to the inspector that he had accepted a sum of money from a bootlegger in Hamilton, which he had deposited in a bank in Buffalo, New York. At the direction of the assistant commissioner,



Elliott picked up Inspector Airey at Niagara Falls, and the two officers took the remorseful agent to Buffalo where he withdrew the money. Returning directly to Cuddy's office in Toronto, they were taken to the office of the attorney general, William Nickle, who took possession of the money and waited while the special operator wrote out and signed his resignation.<sup>13</sup>

The senior inspector of the Criminal Branch had been sent to Orangeville in 1924 to investigate complaints from the parents of high school students that their sons were being used to secure convictions of local bootleggers. Finding the story to be true, the inspector had arranged for the immediate dismissal of special operators McQuarrie and Larie.<sup>14</sup>

Even stranger events occurred during OTA days in Ontario. In July of 1924, the assistant commissioner went on a tour of inspection which took him to Essex County where he found a situation he reported to the commissioner:

On Wednesday we visited Constable ... at Amherstburg. Before visiting him I had a conference with Inspector Mousseau, who stated to me that when this constable was driving the auto at Windsor, he was very suspicious in his actions, as on one occasion when he proceeded to raid a hotel, ... blew the horn as they got near the hotel and they got no case against them, he felt they had dumped everything, for which he blamed .... A few days ago, Inspector Lougheed had information that an hotel in Amherstburg was doing quite a business in the liquor line. He sent Farish and Bell to raid the place where they found considerable liquor in the bar. A charge was laid but the case not tried as yet. On Wednesday, Lougheed and myself called on ... in Amherstburg, it having been reported that he was standing in with this hotel that had been raided. We wanted to test him out. He told us on arrival that this hotel was closed, but said nothing about it having been raided. We got him to take his own car, with Lougheed and myself in the back seat, and as we approached this hotel, he tooted his horn a couple of times. We entered the hotel, which was not closed at all as he had previously stated. I might add that I did not like the actions of ... even in going through the hotel.<sup>15</sup>

Apparently nothing transpired as a result of the assistant commissioner's report, and the constable continued to serve in Amherstburg until September 23 of that year when he got into



trouble with the OTA and was fined \$100 for a violation of the Act. He was then dismissed from the provincial police.

One day in Cochrane, a barrel of fuel oil arrived by train, consigned to a fellow who operated the Northland Hotel there. At least the barrel was labelled "fuel oil," but as he was suspected of doing a little bootlegging, some of the locals had other ideas. When the hotel man was not at the station to meet the train, the barrel was left on the platform awaiting pickup. Several of the town's imbibers crawled under the platform and drilled a hole up into the bottom of the barrel. As expected, rum flowed through the hole and was collected in lunch pails, tin cans, or whatever containers the happy revellers could lay their hands on. Some are said to have remained happily under the platform for several days, while the streets of Cochrane had more than the usual number of smiling faces. The hotel keeper, of course, found only an empty barrel, but made no complaint to the local constabulary.<sup>16</sup>

In the fall of 1926, Commissioner Williams reported that while the OTA was being energetically enforced, as evidenced by the number of prosecutions (4,469 for the year) and the fact that seventy-two motor vehicles had been seized and confiscated under the Act, the provincial force "could only curtail, not cut off the source of supply." In the western part of the province, he reported, the long stretches of river and lakeshore required constant patrolling to circumvent the return to Ontario of shipments from the export docks. The numerous roadhouses along the riverfront for the twenty-five miles between Belle River and LaSalle had been constantly raided, but with varied degrees of success.

In eastern Ontario, considerable amounts and assortments of liquor were being landed along the St. Lawrence River from Quebec sources, and the commissioner confessed that it was often more by luck than hard work that any of the cargoes were intercepted. A motorboat patrol had been launched on the St. Lawrence with good results, but the boat and boathouse were mysteriously destroyed by fire, and the patrol was discontinued. American authorities also put boats into patrol service, and the cooperation between various enforcement agencies and the provincial police was gratifying; but despite the truly dedicated efforts of the many provincials assigned to OTA duties, and the long hours spent trying to suppress the many forms of liquor abuse, they were not particularly effective in many areas. The public were beginning to see the Ontario Provincial Police as little more than a liquor suppression agency and likened their activities to Mack Sennett's

Keystone Kops. Yet the total fines imposed in 1926 amounted to nearly half a million dollars—no small addition to the coffers of the provincial government.

In the Golden Horseshoe—that area of the province around the western end of Lake Ontario between Niagara Falls and Toronto—the consumption of alcohol took a dreadful toll in July, 1926. During that month, twenty-three Ontarians died as a result of drinking poisonous alcohol, while a similar number perished in neighbouring New York State. The entire energy of the provincial police was joined with the forces of other jurisdictions to seek out the source of the toxic liquor, and it was finally established that it had come into Ontario surreptitiously from Buffalo and had been distributed in Niagara Falls, Hamilton, Oakville, and Toronto. Twenty-three persons were taken into custody in Ontario and charged with manslaughter and violations of the Customs Act.

Some of the difficulties encountered by Commissioner Williams in directing the enforcement of the OTA were probably attribut-



*Intercepting liquor on the St. Lawrence. Provincial Constables E.V. McNeill, left, and V.A. Taylor. (Mrs. C. Galvin)*

able to the fact that the Board of License Commissioners shared some of the responsibilities. Perceiving this to be the case, the government, through the Committee of Council, decreed on December 15, 1926, that all future direction of OTA enforcement was to be conducted by the Commissioner of Police for Ontario and not the license board. All enforcement officers, therefore, were to henceforth serve but one master—the commissioner. The office of the Director of Prosecutions, OTA, was abolished and his duties devolved upon the head of the provincial police. All matters, such as making recommendations to the attorney general for appointments, promotions, retirements, and dismissals of provincial enforcement personnel, the investigation of charges against officers, and the direction of all members of the provincial police with respect to their duties as defined by regulations, were to become the exclusive responsibility of the Commissioner of the Ontario Provincial Police.

## 8

Inspector OTA Thomas Henry Constable, who was in charge of the OTA enforcement at Cochrane, was shot and killed on the street close to his home at 11:30 P.M. on October 15, 1926. An inquest was immediately convened, and the fourteen witnesses called before Magistrate E.R. Tucker, the coroner, were able to provide sufficient information to reconstruct the events leading up to the shooting. Constable had returned to Cochrane by train from Iroquois Falls where he had been attending court. He spent a good part of the evening at the town hall attending band practice, and left there after eleven o'clock with a friend, the local bank manager. They separated on the way home, and Constable walked the last short way alone. Near his own front entrance, he was shot three times and fell to the ground. Neighbours, hearing the shots, ran to the scene, and the doctor and the local police were called. Before dying the inspector was able to tell the doctor that he did not know who had shot him. Despite the almost immediate discovery of this crime and all the efforts of the investigators, led by Inspector A.B. Boyd of the Criminal Branch, nothing was learned of the identity of the assailant, or the motive for the slaying, until 1928. John Ivanchuck was arrested on November 16 of that year and charged with the murder of Constable. He was tried at Cochrane on April 11, 1929, found guilty, and sentenced to be hanged,



and despite all efforts to gain a reprieve, the prisoner was executed at Haileybury on July 19, 1929. The motive, as far as can be ascertained now, had to do with Constable's energetic enforcement of the provincial liquor laws.

## 9

The Ontario Provincial Air Service had been inaugurated in Northern Ontario in 1924 when the government bought thirteen Curtis flying boats and joined the growing numbers of bush pilots traversing the wilderness areas. Used primarily for mapping, surveying, and fire ranging, these aircraft made little difference to the transportation needs of the provincial constables. Commissioner Williams reported to the attorney general on the difficulties encountered by members of the force who had undertaken long and arduous trips into the backwoods by snowshoe, dog-team, and canoe, often entailing considerable hardship. Notwithstanding the improving roads and increasing availability of motor cars for travel in the southern part of the province, the matter of transportation by road remained a much more difficult matter in the north. Even by 1926, the force was able to deploy only four cars across this vast part of the province, but this is hardly surprising, considering the



Ontario Provincial Air Service at Sioux Lookout, 1924. (Ontario Archives, S. 16826)





*Travel by dogteam. (F.B. Creasy)*



*The Ferguson Highway near Temagami. (Ontario Archives, S. 6605)*

abominable condition of such roads that did exist. On the new Ferguson Highway, which ran from North Bay to the mining communities further north, it was said that one automobile actually sank from sight in the mud when it broke down and was abandoned.

With the increasing number of producing mines in Ontario, and a resultant problem of the theft of precious mineral ores and metals, the mine owners beseeched the government for help. As a result, in February, 1925, an Anti-Highgrade Theft Branch was formed as part of the provincial police. With the new discoveries of gold being broadcast, a rush of thousands of miners, prospectors, and unemployed workers seeking their fortunes headed into the northern bushland, and as a natural consequence the provincial police followed. Provincial Constable Lawrence Carr proceeded to Hudson where hopefuls were gathering to trek to the remote Red Lake discovery area and dog teams were being readied for the 112-mile trip north. In the sub zero cold of February, 1926, Carr accompanied a small group with sleds for five days before they arrived at their destination—a village of tents with no indications of any permanent settlement. Setting up his tent next to that of his companion on the trip, the mining recorder, Constable Carr opened for business. Provincial Constable Patrick Jago set up a detachment in Hudson the following month, and to Pine Ridge, later renamed Gold Pines, D.G. Hall was posted in April. Other detachments to be opened in the north during 1926 were Kapuskasing, Gogama, Ansonville, and Hornbyaene.



*Red Lake Provincial Police Detachment, 1928.*

By late 1926, grade "A" or first class constables were still earning a salary of \$1,800 a year; sergeants were paid \$1,900, while the messenger at headquarters in Toronto, E.W. Palin, was paid \$700 for his year's work. One provincial constable's expense account showed that he had travelled from Owen Sound to Toronto and return by train for \$7.55, and he had been obliged to pay out \$2.25 for the three meals he had taken during the trip.<sup>17</sup>

The provincial and district inspectors, whose uniforms in 1926 were almost indistinguishable from those of the constables, were ordered to remove the stars from the epaulets of their tunics and advised that the only indication of their senior ranks would consist of braid to be worn on the collars and cuffs.



*Provincial Constable L.C. Carr and mining engineer Herbert Parliament at Red Lake, 1926. (D.F. Parrott)*



On the night of June 10, 1926, St. Mary's Roman Catholic Church in Barrie was considerably damaged by an explosion. The provincial police investigation led to the arrest of William Shelly and revealed the existence of a Barrie chapter of the Ku Klux Klan. Shelly, a member, implicated two Klan officers, William Butler and Clare D. Lee, and all three were sent to Kingston Penitentiary for lengthy terms. During the year the force had received a number of reports of cross burnings across the province, but these were believed to have had no connection with the KKK. However, Edith Neely and Harold Gilbert, a Klan member, were arrested on charges of extortion in Cobourg in March, and Gilbert was sentenced to the Ontario Reformatory for eighteen months. Neely was found insane and committed to an asylum.<sup>18</sup>

On December 1, 1926, Premier Ferguson led his Conservative Party to the polls with the concept of permitting the controlled sales of liquor in Ontario as part of his election platform. The government had seen this as a means to benefit in a financial way from the sale of alcohol which all efforts had been unable to suppress, and increased revenue was needed to erase a deficit in the provincial budget. Fifty-six percent of the electorate returned the government with the mandate for its new liquor program. The effect on the Ontario Provincial Police was immediately felt.



## *Bandits and Bogeymen*

The Ontario Temperance Act was repealed in April, 1927, and replaced by the Liquor Control Act which became law the following month. The LCA provided for the sale of alcohol by closely supervised government stores, and was to be administered by a Liquor Control Board of Ontario (LCBO) which replaced the Board of License Commissioners. Although liquor was made legally available to Ontarians through the stores which opened on June 1, there could be no spirits, wines, or liquors served in hotels with meals, nor could liquor be advertised in any way. For the individual, a personal permit was needed, and if any community should choose not to have a government store, then the local option would prevail. One immediate result of the enactment of the LCA was the need for a major reorganization of the liquor enforcement arm of the provincial police; the administration of all future liquor law enforcement would devolve upon the provincial force.

At the end of 1926, there were eighty-five members of the Ontario Provincial Police engaged primarily in OTA enforcement duties. John Ayearst and Joseph Mowat were retired and their vacated positions of chief provincial inspector and chief financial officer respectively were abolished. Forty-five inspectors OTA separated from the force and the ranks were abrogated. F.B. Taber, an inspector OTA, was appointed a district inspector, and the remainder of the temperance enforcement personnel to stay with the force were re-designated provincial officers, Ontario Provincial Police.

To reinforce the provincial liquor enforcement capabilities, three new police districts were created for the counties in which major cities were located and for Ontario's largest provincial park. Toronto Special District under Inspector Sarvis and Hamilton Special District under Inspector Taber were to serve the Counties of York and Wentworth respectively, and Algonquin Park Special

District was placed under the command of District Inspector Storie. In June, as the LCA came into force, Provincial Inspector Arthur Moss was given the responsibility for an area encompassing three police districts: No. 1, with headquarters at Windsor, No. 2 at Niagara Falls, and No. 3 at Kitchener—the southwest part of the province. He established his headquarters at London. However, when the Windsor Special District was created to serve Essex County and the Border Cities (Windsor, Sandwich, Walkerville, Ford City, and Riverside), the headquarters for the rest of No. 1 District was moved to London, and Moss assumed temporary command of the district. The area concept of command was apparently abandoned. District Inspector Hamor Gardner was put in charge of the new special district.

To replace the function of chief financial officer which had been performed by Mowat, a financial branch was created at headquarters in Toronto under the direct supervision of the commissioner. The closing down of the OTA Branch of the investigation department left only the Criminal Investigation Branch (which had, at various times, been referred to as the CID as well as the CIB) using the office accommodations at 71 Grenville Street, so the branch was moved into the Parliament Buildings in August. The unit by this time consisted of the senior inspector, John Miller, and Inspectors Boyd, Stringer, Ward, Hammond, and Gurnett (who had been appointed to the CIB in May and was replaced as the district inspector at Kitchener by Putman). The work of the CIB inspectors was little affected by the changes in the provincial liquor laws, as their duties were primarily related to the investigation of major crimes such as murder, rape, and robbery.

## 2

Shortly after 8 P.M. on the summer evening of July 22, 1927, Alex Hodge, a bachelor farmer who lived alone on the 9th Concession of Tecumseth Township near Beeton, was preparing for bed. It was just about dark when he heard a car horn honking at the gateway to his lane, some seventy-five yards from the house; as he had expected, he was about to be paid for some cattle which he had sold two days previously, so he went to the car and received \$610 in cash from the cattle drover, Joe McDermott. Returning to the house, he hid the money in the pantry and had just extinguished the kitchen light when he was attacked by an unknown man who told

him he was about to be killed. Hodge fought as he had never fought before, and after a long, violent battle in the pitch dark, he overcame his assailant. Believing him dead, Hodge hurried to his neighbour and the two men returned to the house to find that the attacker had indeed been killed in the desperate struggle. Calls for assistance brought the local constable, D.W. Watson, and two local doctors to the farm. Hodge's story of the events was supported by a search of the dead man's pockets which revealed a loaded .25 calibre automatic pistol.

After a post-mortem examination, the body was put on display in the council chamber of the Beeton town hall, and people came by the hundreds to view the battered face in an attempt to identify Hodge's assailant. The Ontario Provincial Police were ordered by the attorney general to take charge of the investigation, and Inspectors Stringer and Gurnett of the CIB arrived in Beeton, accompanied by Inspector Rae and Sergeant Creasy from Barrie. Fingerprints of the dead man were sent to the RCMP and to American law enforcement agencies for identification, but while the investigators waited some response, a tentative identification was made by a local farmer who averred that the deceased was McKenzie Johnson, who had been living at the farm of George Forsythe. When the identification was confirmed by the California State Bureau of Criminal Identification which had a record of Johnson's fingerprints, the CIB inspectors dug deeper and finally were able to learn that Johnson was, in reality, a brother of George Forsythe, Daniel Forsythe, who had served time in Kingston Penitentiary and had a lengthy criminal record.

Seeking some connection between the payment of the money to Hodge by McDermott and the subsequent and almost immediate attempt at robbery, Stringer and his team followed every piece of information they could find and in so doing, interviewed neighbours of Forsythe. As a result, they were able to recover a huge pile of stolen merchandise which lay hidden in a swamp and which had been obtained from break-ins in Beeton, Bradford, Sutton, and Cannington. Edward Hickland and Joe McDermott were arrested and charged with receiving stolen goods. Eventually, it was learned by dogged investigation that a gang led by McDermott had been responsible for the theft of more than thirty head of cattle and fifteen hogs, and for the breaking and entering of at least eighteen homes and stores. Dan Forsythe had been one of the major perpetrators of the depredations which had been going on in the area for more than two years. But for the events of the night of July 20, it

may have been a long time before the police even got wind of this wave of crime, for the local farmers, rather than report the losses of their livestock, would advertise in vain in local newspapers.

In addition to McDermott and Hickland, seven other men were rounded up and sent to trial that summer and fall. McDermott, Hickland, and Elwood Nevils were sentenced to Kingston Penitentiary for terms of six years, three years, and two-and-a-half years respectively. Frank Skelly drew two years less one day in the Ontario Reformatory, and sentences were suspended for Harry Cannon, Alfred Hartley, Reginald Andrews, and William Langley.

Alex Hodge was a hero and his brave action in the defense of his life was rewarded by the granting of a position on the government farm at Whitby. The Beeton townsfolk gathered in their town hall to honour Hodge and presented him with a gold watch and a purse of money. Then followed a musical program by the Beeton Town Band.<sup>1</sup>

### 3

Since first assuming the leadership of the provincial police in 1922, Commissioner Williams had convened an annual conference of all provincial and district inspectors to discuss the administration of the organization. The meeting of 1927 was of particular importance because the attorney general, William H. Price, came to address those in attendance, bringing with him Frank Brennan, a solicitor of his department and of the Liquor Control Board. Mr. Price also reminded the senior officers of his policy with respect to the transfer of force members, a policy which he included in his speech to the House in February, 1928:

“I have inaugurated a system of transferring Officers from place to place. I say candidly to the House that I am not going to allow any Officer to get comfortable in his job in any district, or any part of the Province. He must be prepared, as in War, to travel on short notice to some other position. In other words, he must be on his toes all the time. When this time occurs, with other improvements that I may speak of later, the Provincial Police should be not only as good a Force as there is in the Dominion, but the best Force in the Dominion.”<sup>2</sup>



It was a statement unlikely to enhance the morale of officers who had already felt the strictures imposed by the transfer policy established by the commissioner in 1922. Many officers had repeatedly faced the difficulties inherent in finding adequate housing for their families, or schools for their children, particularly in some of the less-settled parts of the province. Even in Old Ontario the problem existed: Ambrose Crough, who joined the force in 1922, was moved five times between 1924 and 1926—from Elk Lake to Haliburton, to Belleville, to Windsor, to Barry's Bay, and finally to Cornwall. He left the provincial police in 1927. Alexander L. Mennie was appointed to the provincials in November, 1922, and located in Toronto. A month later he was transferred to Guelph, and during the next five years and four months he was transferred no less than ten times. Finally, on March 15, 1928, perhaps as a result of the attorney general's declaration of a month before, Mennie resigned. He must have found life "on the outside" somewhat less rewarding than he had expected, for he sought and gained re-appointment to the provincial police in January of 1929. He was assigned a new badge number and posted to—he could hardly believe it—Guelph. He must have thought that history was about to be repeated and that he had again boarded a transfer treadmill. Such examples were the rule rather than the exception, and the policy was blamed for contributing to a fairly high rate of resignations that beset the force for many years.

There was a need to move the men about, however, if only to place experienced officers in new detachments being created across the province. While a few detachments were closed, a great many new ones were opened, and in each case a transfer was involved. Between November 1, 1927, and October 31, 1928, for example, the posts at Chippewa, Whitby, Silver Centre, and Cheminis were discontinued and others opened or re-opened at Woodstock, Wiarton, Hanover, Alliston, Cooksville, and Huntsville. Other new units were started at Bancroft, Picton, Brighton, Rockland, Morrisburg, Finch, and Barry's Bay, and at Smiths Falls, Lancaster, Englehart, Boston Creek, Bruce Mines, White River, Amherstburg, and Tilbury. The very difficulty in finding housing often necessitated moving a provincial police post from one community to another, and in addition to routine transfers of force personnel, it was necessary in 1928 to decide where to assign seventy-five new provincial constables. By the end of that year, the provincials were stationed in 112 different locations in Ontario.

The detachment office usually consisted of whatever space might



*Provincial Police Office and residence at Larder Lake. Mrs. E.F. Hartlieb in the doorway. (Mrs. Joyce Hambleton)*

be found in the officer's residence, although some municipalities were able to provide a room in the basement of a town hall or county building. There was no clerical staff, even at district headquarters, and while the provincial officers went about their constabulary duties, it was usually their wives who dealt with callers at the "office" and answered the telephone. District headquarters were no different.

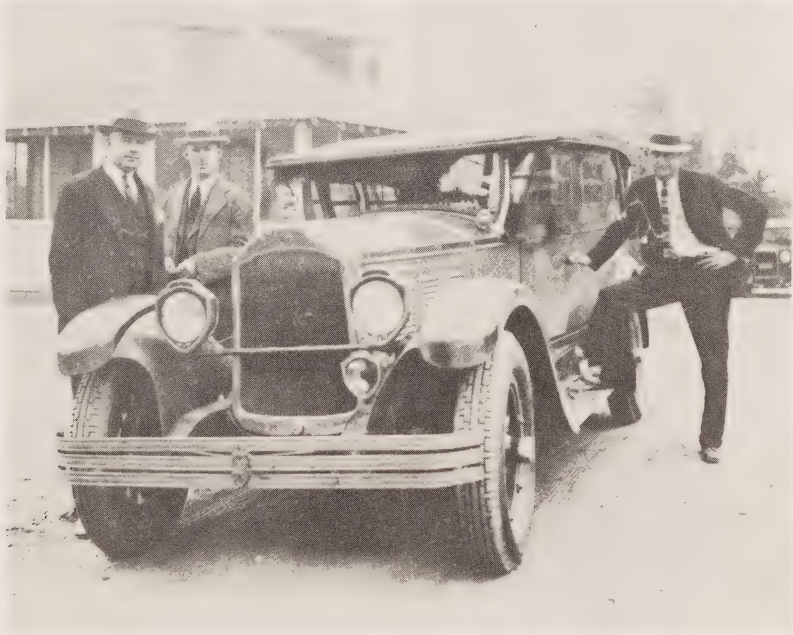
During the summer months, the force continued to wear the khaki uniforms, although newly appointed men would be seen in navy blue while they remained on probation. The new constables, if they were married, were expected to bear any costs involved in moving their families and household goods to their first assigned postings, although the government would pay for any subsequent transfers.

#### 4

More and more automobiles were taking to the highways, reflecting the prosperity of the postwar years, and even though the speed limit was raised to thirty-five miles per hour in 1927, accidents did not become any more numerous. The commissioner of the prov-

vincial police reported that both police and Department of Public Highways traffic officers seemed to be concentrating more on the careless and reckless drivers, rather than the motorist who occasionally exceeded the speed limit. The recent legislation requiring Ontario drivers to be licensed was highly praised by Williams, and the requirement that all vehicles would henceforth be required to carry lights at night would make the highways much safer. One hundred and forty-eight persons died on provincial roads during 1927, mostly in rural areas, and the greatest number of these deaths resulted from cars being struck by trains. The provincials, by this time, boasted a fleet of twenty-eight motor cars, and the district inspector at Barrie reported that the automobiles were providing extremely efficient and economical transportation. His district had an Oakland coach at Barrie and a Star touring car at Brampton.

The Ontario Department of Public Highways motorcycle patrol now numbered seventy Highway Traffic Officers. They provided their own motorcycles and were issued with black armbands bearing, in white, the letters H.T.O. They wore no uniforms. In 1928, the Registrar of Motor Vehicles recommended that the men be put



*A Provincial Police car at Windsor in 1929. left to right: W.H. Stringer; E.D.L. Hammond; A. Pearson.*

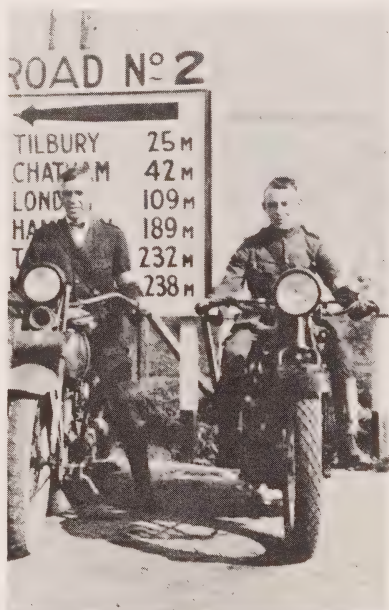


in uniform, and by the following spring, motorists were able to identify easily the khaki-clad figures.<sup>3</sup> The patrolmen were required to provide their own outfits, and a degree of individualism resulted; some wore tunics with high, closed collars, while others chose collars with lapels, and sported bow ties. In many cases, no headwear was worn if contemporary photographs are any indication, while some of the officers had aviation-type leather helmets, or peaked, uniform caps.

Commissioner Williams continued to urge that the policing of all provincial highways be placed under the jurisdiction of the attorney general as he had recommended for some years, but it was not until 1928 that he was authorized to form a motorcycle highway patrol for that part of the province in which the provincial police had total highway jurisdiction—north of the Severn River. It was the building of improved roads in the north that led to the formation of the Ontario Provincial Police Motorcycle Patrol in June, 1928. Seven provincial constables with motorcycle experience were assigned their locations, and their areas of patrol were designated in Police Orders:



Highway traffic officers don their own uniforms. E. Spence at Brooklin. (F.B. Creasy)



Uniforms of their own design. J. Rowcliffe, left, and A.A. Jackson near Windsor. (R.H. McClurkin)



No. 236 W.C. MacMillan was stationed at Huntsville, to patrol the Ferguson Highway from the Severn River to Callander.

No. 246 S. Berard was located at North Bay with patrol responsibility for the roads from Warren to Mattawa and from Callander to Temagami.

No. 240 C.W. Miller, at Haileybury, was to patrol the government highway from Temagami to Matheson.

No. 237 J.W. Roth, Porquis Junction, to patrol between Cochrane and Matheson and from Matheson to Timmins.

No. 238 G.E. Taylor, at Sudbury, from Warren to Blind River.

No. 183 G.B. Carmichael, from Blind River to Sault St. Marie where he was located.

No. 239 M.T. Moore at Port Arthur, to patrol from Nipigon to the International Boundary.

The effect of the increased provincial police Highway Traffic Act enforcement was almost immediately apparent. In 1927, prosecutions had numbered 484; in 1928 they increased to 1,045, and the following year totalled 1,508. Most of the highways designated for patrol north of the Severn, and indeed most other roads as well, were being improved, but the district inspector of No. 4 District voiced his concern over the safety of motorcycle officers under existing conditions. Pointing out that the Ferguson Highway boasted a hard surface only as far as Bracebridge, he suggested that a post be established at Powassan and provided with a Ford car for the patrol between Bracebridge and Callander.

Better highways in Ontario were a boon to motorists and were contributing substantially to a growing tourist industry. They also provided increased mobility to criminals.

There is a tract of swampy bushland near Bothwell, in Kent County, that is known locally as Skunk's Misery, and it was here

that police sought a petty thief who, for two years, had been preying on area farms and homes. Orval Shaw had become the nemesis of farmers; they feared the loss of their barns by fire and their possessions by theft, and demanded protection of the law. The high county constable, Alvah Peters, and his men had tried for most of the two years to apprehend Shaw without success, and although they located a cave in the swamp where he had been living, he eluded them for such a time that the stories of his deeds were exaggerated wildly, and he became a local legend. Parents even substituted the name "Orval Shaw" for the bogeyman in warning, "Orval Shaw will get you if you don't watch out!" At last, in the fall of 1928, the law prevailed; Shaw was caught ransacking a farm house and sentenced to a term in jail.

On December 22, accompanied by a fellow prisoner, Pete Brennan, a Wallaceburg vagrant, Shaw escaped from the jail in Chatham and touched off one of Ontario's most publicized manhunts. The whole affair was incredibly embarrassing to the provincial police who spared no effort to bring the fugitives to justice, but for all their endeavours, were ridiculed rather unmercifully by a hostile press. Not that criticism was totally undeserved, for the entire condemnation of the provincials began with their first encounter with Shaw and Brennan.

The flight from the Kent County jail had been so successful that the authorities had no idea where the pair might have gone. Skunk's Misery was staked out by fearful officials who dreaded the thought that Shaw might again hide himself in the labyrinthine swamp for another two years. It was not until February 16, 1929, nearly two months after the jailbreak, that sufficient information had been gathered to lead police to their quarry. A number of summer cottages had been forcibly entered around the hamlet of Bolsover, some twenty-five miles northwest of Lindsay, and the fugitives from Chatham were believed to have been responsible and to be still hiding out in one of the cottages. The district inspector of the Ontario Provincial Police at Barrie, J.H. Putman, accompanied by Sergeant F.B. Creasy with Provincial Constables S. Cooke of Orillia, R.E. Purvis of Collingwood, and J. Kelly of Barrie, headed for Bolsover by car. When they approached their destination, well after midnight, their car stalled and they walked into Bolsover, heading for the cottage. Suddenly, in the dark, they met two unknown men walking on the road. Believing these to be the wanted persons, the police called upon the strangers to halt so that some light might be provided to aid recognition. The two

men, however, fled in opposite directions, and the police fired their revolvers in warning. One man fell to the ground, mortally wounded, and although pursuit was immediate, the other made good his escape.

At first the police believed they had shot Orval Shaw, but the description of the dead man was more in keeping with that of Brennan. To be certain, Provincial Constable W.C. Oliver came all the way from Chatham to Lindsay to make the identification. Pete Brennan had been slain by a police bullet which struck him in the back. The hunt for Shaw was intensified, and every effort was demanded by the provincial police headquarters in Toronto.

The newspapers were highly critical of the manner in which Brennan had met his death, pointing out that he had been, after all, a mere vagrant and relatively harmless. The *Toronto Star*, the *Globe*, the *Chatham Daily News*, and the *Orillia Packet and Times* all decried the police use of firearms and condemned the officers involved for indiscriminate and wanton gunfire in trying to bring to heel men who were only petty thieves.

Shaw was still at large, and a manhunt was organized in the Bolsover area, with Inspector Stringer CIB ordered from Toronto to take charge. Inspectors Putman and Lougheed came with as



Orval Shaw, bogeyman. (F.B. Creasy)



Cottage where Shaw and Brennan hid out near Bolsover. (F.B. Creasy)

many of their men as they could provide, and the hunt proceeded in sub zero temperatures. The belief that Shaw was armed with a shotgun urged the men on with a sense of foreboding, but of the fugitive there was no sign. Reports of alleged sightings of Shaw began to come into police offices from Lindsay, Reaboro, and even Brechin, but still he eluded his pursuers. Finally, the manhunt in the Bolsover area was called off, and Stringer returned to his other duties. For a time, various police departments in Southern Ontario ran down reports of Shaw having been seen, but no authentic information was coming to light respecting his whereabouts. In Kent County, patrols were regularly made in the Skunk's Misery area in case he returned there, but it was not until near the end of March that anything definite was learned. Reports of Shaw having been seen and the recovery of a stolen car near Guelph touched off renewed police activity in Waterloo County. By this time, the newspapers were likening Orval Shaw to Robin Hood and actively suggesting that public sympathy would result in aid being given him to evade capture; there was a noticeable tendency in published letters to editors to express sympathy for the fugitive who was being so hounded by the police.

Feeling confident that the net would close on Shaw this time, Assistant Commissioner Cuddy boasted to reporters that Stringer was again being sent out with orders to get his man and to keep on the trail of Shaw until he did so. Shaw was seen in the area of Puslinch and Hespeler, and break-ins attributed to him were being increasingly reported. He was now said to be in possession of a revolver as well as a shotgun, and Stringer was ordered to "take off the gloves." Nearly twenty provincial and municipal police officers were combing the countryside, and on one day alone, the men armed with rifles and wearing hip waders combed a swamp for fourteen hours with never a glimpse of the culprit, Shaw. The large retinue of reporters dogging Inspector Stringer's every move was delighted, and Shaw became just about the hottest news item in southwestern Ontario. Newspaper cartoons poked fun at the police, and the reputation of the provincial police for the effectiveness of their manhunt techniques plummeted. One newspaper reported that some wag had signed the visitors' book at the legislature in Toronto, "Orval Shaw, Skunk's Misery." The *Globe*, expressing little sympathy for the provincials' predicament, described the manhunt as "The brass band pursuit of Orval Shaw" and lamented "the difficulty of disguising the public laughter at police expense... the Provincial Police have done their utmost to



make a circus of the whole Shaw episode.”<sup>4</sup>

Some of the province's newspapers, however, were not as blatantly hostile as the *Globe*, and emphasized that while Shaw's crimes were of a relatively minor nature, they were crimes nonetheless. The depredations Shaw had committed had resulted in loud demands for police action, and one newspaper suggested that those who really wanted to help Shaw would turn him in to the police rather than assist him to evade arrest.

By April 11, the worst had happened; Shaw had once again eluded his pursuers, and Commissioner Williams had little choice but to order a dejected Inspector Stringer to return to Toronto. The police continued to seek some sign of Shaw, but they must all have felt the scorn that had been heaped upon their best efforts. They had worked hard and long to bring in a criminal as demanded by society, only to be criticized at every step by those same members of society for their failure to do so.

The end of the long and eventful chase was almost anti-climactic; there were no posses, bloodhounds, or gun play. Reports that Shaw had been seen in Alvinston and that a number of break-ins had occurred there had the police once again pursuing whatever leads were to be found. Following the tracks of a car stolen in Alvinston led the police to Skunk's Misery, and the officers in two cars made yet another attempt to capture the elusive Shaw. While one car followed the tracks into the bush, the other, with Provincial Constable Thomas Riding and County Constable Northcott, circled the bush and entered from another direction. Almost at once they surprised Shaw, who was driving the stolen car slowly along a trail. When he tried to escape, the car went into a ditch, and he fled on foot. This time the constables were close behind and despite being hit by bricks hurled by the fugitive, were able to overpower him and finally take him into custody. He had been at large for four months.

Orval Shaw was tried for his crimes at Chatham and on June 21, 1929, was sentenced to two years for escaping jail and four years on each of three other charges, to be served concurrently. The Crown withdrew a further thirty charges that had been laid.

The provincial constables considered responsible for the shooting death of Pete Brennan were charged with manslaughter and tried before Judge Swayze in Lindsay. Both were acquitted. Provincial Constable Cooke was transferred to Meaford in June of 1929, and Purvis moved to Orillia in August.



*Patricia Airways plane at Red Lake. Constable Carr had travelled by air in 1926. (D.F. Parrott)*



*Investigation by air. extreme left, M.W. Ericksen, and extreme right, A. S. Ericksen at Red Lake. (M.W. Ericksen)*

## 6

The problems which had beset the northern constables in reaching remote areas of the backwoods when their duty so dictated, journeys which had been time-consuming and often extremely difficult, were eased to a great degree in 1928 when formal arrangements were made with the provincial Department of Lands and Forests for the transportation of provincial constables by the Forestry Air Patrol. Provincial Constable L.C. Carr recalled that he had first travelled by airplane with the Provincial Air Service when he was stationed in Red Lake in 1926, but the first *officially recorded* instance of a provincial policeman being conveyed to an investigation by aircraft was in 1927. On August 13 of that year, a report was received at district headquarters in Port Arthur that a trapper, Shorty Austin, had been killed at his cabin north of Lake St. Joseph, some two hundred air miles north of Sioux Lookout. The constable at Sioux Lookout was Duncan Finlayson and he was directed by his inspector to investigate. Taking the local coroner, Dr. Harry Mitchell, with him, the officer took off in a Forestry Patrol plane piloted by Edward Cooper. The trip to Lake St. Joseph took less than two hours.

Discovering that Austin had been murdered, Finlayson's investigation eventually led him to the Fort Osnaburgh Indian Reservation sixty miles further north where he arrested a young brave named Cook. Finlayson returned by air to Sioux Lookout with his prisoner, completing an investigation in four days instead of the several weeks and considerable difficulties that would have been involved without the benefit of air transportation.

The isolation of northern settlements created another difficulty for provincial constables—that of getting assistance when it was needed. The nearest police post was often many miles distant, and the lawman was obliged to seek help from wherever he could get it. When Provincial Constable Tom Corsie was stationed in Sioux Lookout, relieving while Finlayson was on leave, his services were sought to subdue an armed man who had gone berserk in a cabin in Hudson. On his arrival at that settlement, he went to the local hotel and asked if any of the men there would help him arrest a madman. No one seemed particularly interested in accompanying him, but finally one man spoke up and together they went to the cabin. In the event, no difficulties were encountered, and the



alleged offender, a young Chinese, was not armed as had been reported. Such is an indication, however, that the northern policemen could find cooperative citizens on occasions when another officer was not available to help.

Even in the southern part of Ontario where there were organized police forces in many of the larger communities, and where a constable was rarely obliged to enter upon a dangerous situation alone, the job was still fraught, at times, with danger.

## 7

Joseph Stewart was the provincial officer responsible for LCA enforcement in Peterborough in 1928, and on the morning of May 3, he was called to the Montgomery House Hotel where David Montgomery was causing trouble. Knowing Montgomery, Stewart asked Provincial Constable Norman Maker to go with him, and the pair hurried to the hotel. When they accosted Montgomery with an enquiry whether or not he had a gun in his possession as had been reported, Montgomery acknowledged that he had and bade the officers accompany him and he would give it to them. He ran upstairs with the officers close behind, but as they arrived at the door of his room, Montgomery suddenly reappeared with a revolver in his hand and fired pointblank. Stewart and Maker retreated and rushed down the stairs, but Montgomery, in pursuit,



*Funeral of Constable Norman Maker. (F.B. Creasy)*



fired again, hitting and killing Maker and wounding Stewart when a bullet grazed his cheek. The Peterborough police responded immediately to Stewart's call for help, and while Constable Puffer went to help Maker, his fellow officers, Constables Carry and Mathews, went to the rear of the hotel where Montgomery was making his escape down a rope from his room. Observing the gunman run into a paint shop, Mathews pursued him, and as Montgomery made to use his revolver, Mathews fired and the bullet struck Montgomery in the chest, and he fell, mortally wounded.

Norman Maker had served with the BEF in France during the World War and by his fearless behaviour, had earned a Military Medal. He came to Ontario from his native England in 1920 and was appointed to the provincial police in 1922. His death marked the third time a member of the Ontario Provincial Police had met his death at the hands of a gunman. General Williams's expressed concern for the increasing use of firearms in the commission of crimes and the inherent danger to the community was being borne out by events; it was not only the police who became involved in the gun play of the 1920s.

## 8

On August 8, 1928, as the Canadian Pacific passenger train from Winnipeg slowed at Romford Junction near Sudbury, on its way to Toronto, two masked and armed bandits jumped aboard and held up the mail car crew. By 3:00 A.M., as the train neared Parry Sound, the bandits had already ransacked the mailbags, and when the train slowed, they jumped off and ran. They found a car parked on the street nearby, were able to get it started, and headed out the road to the north, but they had gone no more than eight miles when the car went into the ditch. Going to a nearby farmhouse, the robbers coaxed Thomas Jackson and his son, Claude, to hitch up a team of horses and pull the car from the ditch, and while Thomas held the lantern, the son drove the team.

When the car was stolen from Parry Sound, the owner, Houghton Laird, had awakened and with his brother Walter and their house guest, Harry Rolland, dressed quickly and set out in Rolland's car in pursuit. They came across Laird's car as it was being dragged from the ditch, and challenged the man behind the wheel to come out with his hands up. As he did so, a gun battle broke



*Scene of the gun battle near Parry Sound. (W.H. Stringer)*

out in which the farmer, Thomas Jackson, was shot and killed, one of the Laird boys wounded, and the armed robber hit in the hand before being brought down by a blow from a wrench. The provincial police officers arrived on the scene and arrested John Burowski of Toronto, finding in his possession \$1,750 in cash—some of the proceeds from the train robbery. The prisoner was taken to the jail in Parry Sound, and a manhunt was organized to pursue the other bandit who had fled. Inspectors Stringer, Miller, Ward, Gurnett, and Putman led a manhunt consisting of as many as a score of provincial police constables, but despite what was described as the most intensive manhunt since the pursuit of Leo Rogers in 1923, the second man was never captured.

Burowski was taken to Toronto and kept in the Don Jail by authorities convinced that attempts would be made to free him. While he was incarcerated, he wrote several letters to friends seeking aid in breaking jail and suggesting armed intervention when he was taken back to Parry Sound for his trial. The letters were intercepted, and even more careful precautions were taken.

In September Inspectors Miller and Stringer arrived at the Don Jail in a provincial police car driven by a force chauffeur, James Cantwell. Burowski, in handcuffs and leg irons, was taken to Union Station where the group entered a railway car reserved for



*The train robber in custody. left to right: Inspector J. Miller; Inspector W.H. Stringer; John Burowski. (W.H. Stringer)*



their sole use, a car which was hooked up directly behind the locomotive and separated from the rest of the train by a baggage car. In this way they travelled safely to Parry Sound where the prisoner was delivered for trial. Found guilty of murder, Burowski was sentenced to hang and returned to Toronto to await the December date of his execution.

He was taken back to Parry Sound early in December, and the executioner, Arthur Ellis, arrived the same day to make his preparations. While he waited in jail, the condemned man was able to watch from his cell window the construction of the scaffold and listen daily to the carpenters' hammers. The townspeople were most disturbed by the structure which rose above the walls of the district jail, to be seen clearly by those attending a neighbourhood church and by children on their way to school each day. Although the execution was delayed, Ellis finally performed his duty and John Burowski was hanged on January 7, 1929.

In recognition of the bravery shown in the capture in August, Burowski's captors were rewarded at a town meeting in Parry Sound. The Attorney General of Ontario had arranged that each would receive a cheque: Walter Laird, \$500, his brother Houghton, \$350, and Harry Rolland, \$250. The Town of Parry Sound presented each with a suitably inscribed wrist watch and the Canadian Pacific Railway gave each a club bag.

## 9

On October 12, 1928, Commissioner Williams sailed for England at the behest of the attorney general to study the British police system. On his arrival in London, he presented his credentials to the Commissioner of Police for the Metropolis, General Sir William Horwood, at New Scotland Yard and was, as he later reported, most graciously received. He was able to view thoroughly the operations, training facilities, Fingerprint Branch, and Motor Vehicles Branch—a responsibility of the police force there. Williams also travelled about the country visiting various municipal and county constabularies and was most impressed by the fact that every policeman in England was a fully trained, uniformed and salaried constable—a far cry from the county police equivalent in Ontario. The general returned home in December, excited by what he had seen and determined to take the initiative in improving the policing of rural Ontario.



Within months, the legislature enacted amendments to the Constables Act which would have a lasting effect on the concept of rural policing by county constabularies. The changes provided that in any county where no high constable had been appointed—and there were several—the lieutenant governor was empowered to make an appointment. Further, the power of future appointments would rest with the province rather than with county authorities, and the immediate effect was the appointment of selected provincial constables to the post in twenty-six of Ontario's counties, with the expectation that eventually many more counties would come under the new arrangement. All returns, fees, and reports from county constabularies would in future be directed to the Commissioner of Police for Ontario, and so the ultimate responsibility for all policing in Ontario outside the cities, towns, and villages which maintained their own forces would devolve upon the Ontario Provincial Police.

Toward the end of 1927 when the LCA had been in effect in Ontario for a few months, Commissioner Williams had reported that "The unsavoury citizen known as the man higher up or the bootlegger who handled liquor in large quantities through other dupes under the O.T.A. had, without doubt, been put out of business." Acknowledging that the small bootleggers remained, but that these, "... by continued and persistent effort, were being gradually but surely put out of business," he was overly optimistic.<sup>5</sup> There appeared to be some reverse flow, and liquor was now reported to be coming in from the United States to be dispensed in Ontario blind pigs, and the provincial police detachments along the border points were reinforced. In addition to LCA enforcement, the provincials continued to cooperate with the RCMP and Inland Revenue officers in the search for illicit stills.

By October of 1928, district inspectors reported that the general public seemed more supportive of the liquor laws which permitted them to buy spirits legally by permit, and there was a noticeably increasing tendency to help the police in suppressing the illegal trade. Hotels were still difficult to control, with ingeniously contrived protection in the form of outside sentries placed where they could watch for the approach of the police and warn by buzzer if a raid seemed imminent. Doors to barrooms were reinforced with strong bolts and bars which were locked when an alarm was given. In some hotels, chutes were devised so that liquor could quickly be dispatched from the bar to the basement, followed by bricks and rocks in order to destroy evidence. The police continued to use

sledge hammers and axes to gain entry into obstructed premises.

In the Windsor district, a special enforcement effort was aimed at export organizations. Seizures of illegal liquor reached huge proportions, and the authorities set in motion a scheme to rid the river front of a large number of the export docks. The provincial police recorded 6,094 prosecutions under the LCA in 1928, and the fines imposed exceeded a quarter of a million dollars, and although Commissioner Williams reported less abuse of the provincial liquor laws in 1929, the number of prosecutions rose to 6,495. In order to further reinforce the provincial police capacity for enforcement, the headquarters of the force in Toronto underwent a minor reorganization in 1929. The rank of provincial inspector which had originally designated a senior OTA officer was abolished, and W.C. Killing and A. Moss became staff inspectors; Howard Graham, A.E. Sarvis, and Alexander R. Elliott were made inspectors. A new unit, to be known as the Liquor Control Investigation Branch, was established under F.E. Elliott who was given the new rank of chief inspector. The title of provincial officer was also done away with, and of the thirty-eight men holding this office sixteen were appointed provincial constables, and the rest designated special constables.

Commissioner Williams was deeply interested in the activities of his provincial force and it was not unusual for him to turn up quite unexpectedly in various parts of the province to view operations. One visit to the Windsor waterfront very nearly caught some of the men unawares. The working hours there were long and the duty sometimes boring. One group was assigned to Nathanson's export warehouse and had gathered in the foreman's office for a game of cards when the commissioner arrived outside. Provincial Constable T.W. Oldfield, whose post was in the basement, managed to slide down the liquor chute in time to be there when Williams came down the stairs and congratulated him for being alertly at his station. Oldfield was able to conceal the fact that the seat of his trousers had suffered terribly from the descent in the chute.

"Barney" Oldfield was ever a resourceful policeman. In other times, while stationed in the Bruce Peninsula, he had kept a number of horses, and during the winter months when the roads were clogged with snow and impassable to cars, he would perform his duties on horseback. Such was perfectly acceptable, of course, but eyebrows were raised and heads were scratched when he submitted his account of expenses claiming the customary car allowance of

five cents per mile. As he explained, it cost him just as much to keep a horse and buy oats as it did to maintain a car and buy gasoline.<sup>6</sup>

The repeal of the OTA and the introduction of the new liquor law had passed practically unnoticed by the bootleggers and rum runners, and the illegal transportation to the United States, which was still in the throes of prohibition, continued unabated. The availability of liquor from government stores had little effect on the hotels or blind pigs, whose business did not noticeably lessen. The provincial officers did much the same work as they had done as inspectors, OTA, and were faced with the new ruses constantly being devised by the lawbreakers to escape their clutches. The Windsor area continued to be one of the most active, and during the winter months when the Detroit River was frozen over, vast amounts of liquor were carried brazenly across the ice by car, even during the daylight hours. Provincial Constable Carl Farrow who was stationed at Amherstburg reported that twenty-eight bodies were recovered from the river in June of 1928 and he believed that many were probably rum runners who had gone through the ice. Farrow claimed to have met the notorious Al Capone on one occasion, and on another, "Bugs" Moran, when American racketeers came in fast speedboats to inspect some of the export docks along the river. The provincial constables on this frontier were kept busy raiding the hotels, blind pigs, gambling joints, and bawdy houses that thrived in the area; at one time, Farrow recalled, there were two raiding squads on the go day and night.

Some miles further north, at Sarnia, some ice was still floating in the St. Clair River when an informer passed the word to the provincial police that forty-five cases of whiskey had been dumped into the river at an export dock. Constables W.N. Peters and John Clark tried to fish up the jute-covered cases with a long pole, but without success, as the water was some eighteen feet deep at that point. Clark, a powerful twenty-six-year-old, peeled off his uniform, dove into the freezing water, and spent the entire morning bringing all forty-five cases to the surface to be pulled onto the dock by Peters.

The Niagara frontier, too, was busy with those who were trying to get alcohol across the river into the States. Although the geography of the Niagara River between the falls and Lake Ontario was very different from the Windsor-Detroit area, small watercraft were constantly setting out from Ontario for "ports in Cuba." One summer evening in 1928, Provincial Constable C.W. Wood,



who was stationed at Queenston, observed an open boat at the river bank, loaded to the gunwales with liquor, apparently about to head for the American side. Hurrying down the two hundred foot bank, Wood was spotted by the boat's occupant before he could reach the water's edge, and the boatman shoved off hurriedly in an escape attempt. Wood was able to get one foot into the boat when he was struck by the boatman, but after grappling with him, the constable was able to subdue him. Handcuffing his prisoner to a convenient tree, Wood climbed the bank to his car and drove off to Queenston where he telephoned Niagara Falls for assistance, as he believed he had stumbled upon part of a large operation planned for that evening. Returning to the boat, Wood kept it under observation until help finally arrived after midnight, and while Provincial Constable Robbie went to find the manacled prisoner and take him to the lockup, Wood and the other constable, George Mackay, went down to the boat, started the motor, and slowly made a patrol of the shore, hoping to find other smuggling activities. Eventually, they came across another larger boat loaded with perhaps 250 cases of whiskey. They seized another prisoner, then tying the new prize to their boat, the constables towed the other boat slowly down the river for three miles to the Queenston dock where Robbie awaited them. Their prisoners were ultimately convicted and sent to jail, and the boats and liquor were confiscated.

While the officers along the Canadian shore used whatever means they could find to discourage the liquor trade, including seized boats and cars which were confiscated by the courts and made available to them, their American counterparts were much more adequately equipped. Along the Niagara River below the falls, the United States Border Patrol had a large cutter with a machine gun mounted on the foredeck and did not hesitate to use the gun in the pursuit of suspected rum runners.

For all the efforts the men of the provincial police made to do their duty to the best of their ability, and for all their dedication to eradicating lawlessness, it was unfortunate that so much of their energies had to be expended on the generally unpopular liquor law enforcement. Described by newspapermen as merely an anti-bootlegging organization, the provincial police were also accused of being the victims of political interference and patronage. The provincial police force in Saskatchewan had been disbanded in 1928, and that province had contracted with the federal government to have the provincial police duties of the province performed by the



RCMP. It had been pointed out to Ontarians that by such an arrangement Saskatchewan had saved enough money to pay the provincial share of the old age pensions. Not for the first time, nor the last, was the suggestion bandied about that federal policing be considered for Ontario.

## 10

At headquarters in Toronto, a training school was re-established in January, 1929, for members of the provincial police. Since the departure of Paxton in 1924, the School of Instruction had become an occasional function, and a few constables had received instruction from Inspector Moss. The newly opened Ontario Provincial Police Training School was founded along the lines of the training establishments seen by Commissioner Williams on his trip to England and was to be under the direct supervision of the commissioner himself. Sergeant Edward T. Doyle of London was temporarily assigned as instructor, and the first class was convened on February 18. Six probationary constables were to attend, as well as a further seven provincial constables summoned to Toronto from their detachments, and the course was to run for one month. At that time, Commissioner Williams ordered that all members of the force were to be issued with new warrant cards, signed by the commissioner, which would identify them as members of the Ontario Provincial Police having the authority of provincial constables. This action was prompted by concern over an increasing number of cases of impersonation of police officers.

The late 1920s were busy years for the provincial CIB. The team of six had duties which included the investigation of major crimes everywhere in Ontario, both in areas where the provincial police exercised jurisdiction and wherever crown attorneys and other police forces sought their assistance. For the attorney general they arranged for the extradition of criminals from foreign jurisdictions; they attended all race meetings in the province to curtail bookmaking, and visited all travelling shows, carnivals, and circuses to suppress gambling. At a time when the use of firearms was becoming so prevalent in the neighbouring United States, Ontario also fell prey to gangsters and other badmen. The armed robbery of the Canadian Bank of Commerce at Beamsville, Ontario, was an example and demonstrates the ease with which felons ignored international boundaries.

On April 16, 1929, three masked men were seen entering the bank on Beamsville's main street. A local barber telephoned police. The town constable, Ernest Juhlke, went into the street and was immediately engaged in a gun battle with the driver of the getaway car who was armed with a shotgun. The other robbers, having scooped up some \$2,000 in the bank, ran to the car, firing their guns, and sped off towards the escarpment. Two cars went in pursuit up the mountain road, one driven by the constable's son, followed by another which was occupied by the rural mailman and a local doctor. The bandits changed cars, were spotted again by their pursuers, but were eventually lost from sight a few miles further along the road.

Within two hours, border points were alerted and some thirty provincial policemen were assigned to patrol the roads of the Niagara peninsula, seeking the culprits. Three inspectors were assigned from the CIB: Ward, Stringer, and Gurnett. The investigation was long and painstaking before the trail finally led them to Niagara Falls, New York, where the arrest of members of the gang ended a prolonged orgy of banditry and lawlessness in both Ontario and New York State. In all, five men were taken into custody as having been implicated in the Beamsville holdup, and much praise was heaped upon the investigators by the newspapers. Two of the robbers, both of Niagara Falls, N.Y., were sentenced to fifteen years in the penitentiary. The others, for whom Ontario authorities sought extradition without success, were sentenced in the United States for their crimes.

Occasionally, however, it was the criminals themselves who were the victims of their own violent depredations. Dillsworth McClelland and his wife were driving along Ontario's No. 2 Highway approaching London before dawn on May 1, 1929, having gotten an early start from their Detroit home. Suddenly, their car was forced off the road by an automobile containing three men. When the strangers got out of their car and started for McClelland's vehicle, obviously bent on trouble, they were in for a surprise. The American was an off-duty Detroit policeman and drawing his own gun, he shot and killed one of the armed highwaymen, severely wounded a second, and put the third to flight. The dead man was identified as Robert Schacht of Ford City and his wounded accomplice as Leo Desroches of Riverside, Ontario. The third man was eventually arrested in Detroit where he was identified as one Ralph McLachlan. The coroner's jury in London exonerated the American policeman.

But in Chatham, on September 22 of the same year, three outlaws from Windsor held up a gas station and without any provocation, cold-bloodedly murdered the unarmed attendant, John Labadie, who had offered no resistance.

## 11

In 1929, the Province of Ontario decided to participate in the federal old age pension program which had been adopted by Ottawa in 1927. With the province sharing the cost with the Dominion government, Ontarians over the age of seventy years would be munificently endowed with a pension of twenty dollars each month—provided that their income from all other sources did not exceed \$125 per year.

But harder times were coming. The postwar boom had peaked about 1926, and in the northern part of Ontario, a great pulp and paper industry had developed a number of large pulp mills, and many were employed across the province cutting pulpwood. By 1929, however, as the industry expanded, the price of newsprint fell dramatically, and even the Backus Company of Minnesota, which had practically built Fort Frances and other mill towns, went into receivership. The new Abitibi mill at Cochrane was also hard hit, and the resultant unemployment was a harbinger of worse to come.<sup>7</sup>

# 9

## *Highway Patrol*

The Great Depression really began with the sudden collapse of world stock markets in the fall of 1929, although many of the terrible consequences would not immediately become apparent. The spectre of unemployment soon manifested itself, and over the ensuing years the army of the jobless grew almost daily as factories closed, and as those industries which continued to survive did so, in part at least, by reducing their labour forces. Few had predicted the magnitude of the tragedy, and little had been done to prepare for the almost overwhelming demands for relief. What assistance the authorities were able to offer was quite inadequate, and the jobless began to drift from one place to another seeking work. Wherever they went, there were already others in the same straits who resented their incursion to compete for any employment that might be offered. A seething resentment toward those who had allowed such a calamity to happen was never far below the surface.

By the end of 1933, Ontario had more than forty thousand persons on relief, trying to subsist on a weekly food allowance of little more than four dollars per family.<sup>1</sup> Thousands more depended on the income from government "make work" camps which operated only during the winter months. The demand for financial assistance was so great that both federal and provincial governments were desperately seeking the means to ease the growing burden by requiring some work of a public nature, wherever possible, in return for relief. Work camps for jobless men were established in Ontario to build highways and to work in areas designated for hydro development and national defence projects; thus, there were some beneficial results from such steps taken in hard times. Many willing workers, for a time at least, could avoid the welfare rolls of the idle, while all the people of the province benefitted from the public works they accomplished.

Thirty thousand men found employment in the relief camps of



Northern Ontario where they were quartered throughout the winter months in tents equipped with wooden floors and stoves, eight men to a tent. There were more than a hundred camps established in the northern and eastern parts of the province by both levels of government, and the work of policing them fell to the provincial police.

The Ontario Department of Northern Development set up thirty-five camps for the construction of the Trans-Canada Highway between Fort William and English River, Ignace and Dymont, Vermillion Bay and Kenora, and from North Bay to Mattawa. In the eastern counties of Lennox and Addington, Peterborough and Haliburton, another twenty camps were provided for men working on bush clearing for hydro projects. The federal Department of National Defence had forty camps along the Canadian National Railway (CNR) lines across the north to build emergency landing grounds, while near Trenton, a large military air base was being built. Other northern camps existed to build or improve other roads, including the Fort Frances highway and the Hudson to Sioux Lookout highway.

For the provincials, the relief camps meant work. Fighting among the men and the stealing from one another resulted in many calls for the police; strikes were common, and on several occasions the constables were summoned when the men refused to leave the camps to go to work. It was a case of work or depart, and the police were supposed to see to it. Enforcement was often a difficult proposition for the few provincial constables stationed in the vast bushlands of the north.

During the autumn of 1932, the federal authorities decided to discourage any further free transportation on the nation's railways. It had become prevalent for destitute young men to travel from one end of the country to the other, seeking work, and thousands took advantage of the numerous freight trains that plied back and forth. The CNR Police and the RCMP began the enforcement of the new edict and chose Sioux Lookout, a community as yet inaccessible by road, to stop every train and remove the transients. The two provincial constables stationed at Sioux Lookout, Tom Corsie and Arnold Eady, were immediately faced with the difficult decision of what to do with so many men dumped suddenly upon the tiny community. The unemployed men had no money and in many cases were almost barefoot and inadequately clothed, and in almost no time at all, several hundred stranded travellers were gathered without even a sheltered place to sleep. The village rose to the



*Relief camp at Hall's Lake. (Ontario Archives, S. 102)*



*Relief workers in Haliburton County. (Ontario Archives, S. 105)*

occasion when the provincials appealed for clothing, boots, and other assistance, and these were generously given to ease the plight of the poor tramps, who responded by cooperating with the police in preserving the peace in the community. The constables were able to obtain the use of Farlinger's Saw Mill camps on the outskirts of town for shelter, and Farlinger agreed, at government expense, to feed the men, who by this time numbered more than three hundred.

When news of the problem reached the "outside world," a number of agitators arrived to stir up the unemployed men encamped around Sioux Lookout. Immediately dubbed "communists," the troublemakers soon had the transients in a more militant mood and threatening to take whatever they needed from the community. They demanded better food, clothing, soap, and other supplies, and surrounded the home of their benefactor, Farlinger, threatening the occupants. Unable to control the now unruly mob, the two provincials called for assistance, and Sergeant Hake arrived with another six men. Warrants were obtained for the arrest of six leaders of the insurgents, and despite considerable resistance from axe- and club-wielding opponents, the police made the arrests. After the melee, two of the constables required medical treatment for axe cuts.

Other unemployed across the province demonstrated their condition by parading in protest. In Port Arthur, on October 20, 1930, unemployed workers paraded in the city without permission and "without the Union Jack at the head," in contravention of a local bylaw. As a result, the leaders were taken to the police office but were released pending a hearing in court. The following morning, when a crowd of unemployed gathered outside the Relief Office to register for work, the chief constable noticed one of the previous day's ringleaders in the group and decided to take him into custody. The crowd resented this and hooted and jostled the chief, knocking him to the ground, while his quarry escaped. As a result, constables of the provincial police and the RCMP were mustered in Port Arthur, and a large number of special constables were sworn in, but no further disturbances occurred.

During the ensuing year, serious and violent clashes occurred between large groups of the unemployed and the police in Fort William, Port Arthur, Sudbury, Cochrane, Timmins, and Kirkland Lake, and in every case, the blame was laid on communist agitators. In many cases, both the police and demonstrators were injured, and many of the insurgents were arrested and convicted for



their part in the disturbances.

The agitation throughout the land, which was said to have been nurtured by the Communist Party of Canada, whose headquarters were at Church and Adelaide Streets in Toronto, climaxed on August 11, 1931, when raids were made on the homes of the party leaders by officers of the Ontario Provincial Police, the RCMP, and the Toronto Police Department. Arrested were the leaders, Tim Buck and Tom Ewen, Tobias Hill, Mike Golinsky, John Boychuk, Matthew Popovich, and Frank Chico. At the behest of the provincial police, two others, Samuel Cohen and Malcolm L. Bruce, were arrested in Vancouver, and an inspector of the CIB returned them to Ontario. At their subsequent trials, all were sent to prison.

Following the arrests, the province was subjected to a number of violent demonstrations in protest: in Kirkland Lake, about three hundred demonstrators clashed with police, and one provincial constable was injured when struck by stones. The rioters were dispersed and peace restored only when shots were fired over the heads of the mob. In Toronto, more than twenty-five hundred persons demonstrated, but damage was minor, and no one was injured.

The putting away of the leaders of the Communist Party of Canada did not end the disturbances that had occurred so often since the nation had encountered worsened economic conditions. On the contrary, the incidence of confrontations between the jobless and the police increased appreciably during the year following, and the authorities attributed this to continued communist agitation, particularly in the Port Arthur area and in the mining centres of Sudbury and Kirkland Lake. In February, 1932, there was "...a so-called Hunger March to Ottawa made by fairly well-fed people in motor cars and trucks," reported the Commissioner of Police for Ontario, who also reported that "during the period of the Imperial Conference in Ottawa, a Workers Economic Conference was held."<sup>2</sup>

The lot of the unemployed showed little change in 1933 and certainly no improvement. Early in September, a number of men employed at a federal government relief camp at Long Branch went on strike for better wages. When they refused to either work or leave the camp, the army, who were responsible for the camp, sought help from the police. The response by the federal force was inadequate, so the provincials provided a detail of twenty-five constables led by the chief inspector and two other senior officers, supported by a sergeant and twelve constables from the Toronto force. Finally, the strike by seven hundred otherwise employed single men





*Communist agitation and demonstrating strikers. (Ontario Archives, S. 13722)*

was abandoned when the military authorities threatened to close the camp down altogether.

Strikes were not restricted to the camps set up to relieve the unemployment crisis. Many of those who still had jobs also had grievances: in Stratford, on September 15, 1933, furniture workers went out on a strike that spread to the entire furniture manufacturing industry in the area and lasted for nearly two months. Unable to contain the disturbances which broke out, the Stratford police were aided by thirty-six provincial policemen under a staff inspector. In Hespeler, at the Dominion Woollens and Worsted Limited, a strike by 150 workers eventually spread by intimidation to the remaining 732 employees, and the mill was closed down altogether. Once again provincials were sent to help the Hespeler force restore the peace in the community.

## 2

Big Trout Lake is perhaps four hundred miles north of Sioux Lookout. When three Indians were reported missing in that vast remote area in 1932, a provincial constable responded. The Forestry Air Patrol had never flown to Big Trout before, but agreed to take the constable on the journey provided that sufficient supplies

were taken in the event of any unforeseen delays occasioned by forced landings or inclement weather. At the Sioux Lookout store, at the cost of eighteen dollars, the constable gathered the provisions, which included a bottle of rum, considered a necessity under the circumstances. The provincial and three Forestry men took off to the north, landing at Cat Lake to refuel, then on to search for Big Trout Lake. Their maps were less than accurate, and they were forced to return to Cat Lake for the night, unable to identify their ultimate destination. The next morning, they were more successful and landed on Big Trout to be met by hundreds of Indian people running down the hill to the shore. The missing Indians had been found apparently drowned, and when the constable was satisfied no foul play was involved, they were immediately buried. When the weather turned rainy, the men spent three days at Big Trout visiting the several Indian camps in the area and staying with the Hudson's Bay factor until finally, the weather improving, they were able to fly back to Sioux Lookout. The constable submitted an account of his expenses for the five days and in response, received a letter from the headquarters in Toronto suggesting that eighteen dollars was excessive for five days maintenance, and that the unused provisions should have been returned to the store for a refund.

### 3

Everyone who was gainfully employed during the dark depression years was expected to aid his less fortunate brothers, and the provincial civil servants were no exception. To ensure that the government of the province remained solvent when so much was being spent for relief, a rather painful step was agreed upon by the Civil Service Association. At the general meeting on December 1, 1931, the members consented to a temporary reduction in the salaries of provincial public servants "as a measure of assistance in maintaining the credit of the Province of Ontario."<sup>3</sup> All government employees, both permanent and temporary, were to be assessed amounts to be withheld from monthly salary cheques for a period January 1 to October 31, 1932. The scale of assessments was set out in an Order-in-Council:

- 2 percent of salary up to \$1,000 per annum
- 2 1/2 percent of salary between \$1,000 and \$2,000

- 3 percent of salary from \$2,000 to \$3,000
- 4 percent of salary from \$3,000 to \$5,000
- 5 percent of salary from \$5,000 to \$6,000
- 20 percent of salary \$6,000 to \$10,000
- 25 percent of salary over \$10,000 per annum.

This, of course, affected the salaries of all members of the provincial police, from the commissioner who earned \$6,000 per annum to the lowest paid, the office boy at headquarters who received \$600.

The following year, the temporary nature of the assessments against salaries was apparently forgotten, and a new Order-in-Council dated March 9, 1933, set new scales to be applied against salaries from April 1 to October 31, 1933, as recommended by the acting premier, William Price:

- 5 percent up to \$1,000 per annum salary
- 10 percent between \$1,000 and \$2,000
- 12 1/2 percent from \$2,000 to \$3,000
- 15 percent from \$3,000 to \$4,000
- 20 percent from \$4,000 to \$6,000
- 25 percent from \$6,000 to \$8,000
- 35 percent over \$8,000 per annum.<sup>4</sup>

For the period of seven months in 1933, the commissioner, by monthly payroll deduction, was assessed \$700, while a top level provincial constable had \$15.83 withheld from each monthly cheque. While this rate was not maintained beyond October of that year, when it reverted to the previous year's level, the practice continued for some years.

If the government of Ontario was feeling the economic severity of the depression, it was worse for other provinces. In 1932, in Manitoba, Alberta, and the Maritimes, primarily as a cost-saving, the governments disbanded their provincial police forces in favour of contracts with the federal government for policing by the RCMP—a role actively sought by the federal force. Again, rumours that the Ontario Provincial Police Force would be abolished for the same economic reason were denied by Attorney General William Price, who maintained that his government would not even consider such a proposal.



## 4

Unlike those in many other walks of life, immediately following the onset of the depression, members of the Ontario Provincial Police apparently had little to fear from the dreaded lay-offs. On the contrary, the strength of the force showed an appreciable increase from a 1929 total of 283, uniformed and civilian, to 414 by the end of 1931. Much of the growth was due to increased constabulary responsibilities which resulted in the absorption of personnel from other government departments, and the need for more uniformed men to cope with the increasing troubles arising from widespread unemployment and general public discontent. It is significant that the civilian complement also increased proportionately during the same period. The force now boasted an accountant, two senior clerks, eight clerks (including Norman Phelps and Alexander



*The completion of the Temiskaming and Northern Ontario Railway in 1932. left to right: L.G.A. Walker; S.V. McClelland; Magistrate E.R. Tucker; Attorney General Price; F. Gardner; R. Crozier. (L.G.A. Walker)*



Swan, who had been hired as office boys in 1927 and 1929 respectively), and several clerk-stenographers at headquarters in Toronto and in the district headquarters where they had been recruited since 1929. In addition to the secretary to the commissioner, there was an office boy, and at the Police Garage there were twenty-six chauffeurs and mechanics.

So with job security and a growing organization, all was not darkness in the land. Nor were all the people of Ontario suffering the tragic consequences of unemployment brought on by the depression. While everyone was deprived to some extent, the depression was seen as little more than a temporary setback and inconvenience by the majority. The newly developing provincial government highways, renamed King's Highways in 1930, were resulting in an increase in tourism in Ontario. The Ferguson Highway from Toronto to North Bay, for example, was paved all the way except for a sixty mile stretch of gravel between Scotia Junction and Powassan, and the number of tourists, especially Americans, greatly increased. In London, England, in 1930, the Ontario government opened Ontario House to further encourage provincial trade and to seek and assist immigrants. In Welland, on Saturday, August 6, 1932, the Governor General of Canada, the Earl of Bessborough, formally opened the Welland Ship Canal, a great event, with all the ceremony due the occasion. The Prime Minister of Canada, R.B.Bennett, the Minister of Railways and Canals, and distinguished visitors from Great Britain were there to make it an auspicious affair, and large crowds of cheering, flag-waving Canadians made a great day of it.

The following year, the governor general and his countess made an official tour of Southern Ontario, to the delight of the inhabitants of nearly every town of any size, from Windsor and Chatham in the west to Perth in the east. The school children, who turned out en masse to cheer the viceregal couple and their glittering suite, were particularly thrilled to be given the traditional holiday from school. These manifestations of King and Empire, it was agreed, heartened the public spirit and uplifted morale. On the St. Clair River that year, the Englishman, Hubert Scott-Paine, challenged Gar Wood of Detroit for the Harmsworth Trophy, the coveted crown of speedboat racing, which no one had succeeded in winning from the American in his *Miss America X* in previous tries. The races were attended by huge crowds of holidays-makers who lined the river banks, and the provincial police provided a large contingent, headquartered at the Washburn Hotel in Sombra, to

assist with crowd and traffic control. Happy days for so many—but Scott-Paine failed in his endeavour, and the prize remained in American hands.

## 5

The United States Coast Guard maintained a converted submarine chaser on the Niagara River in 1930, an all-steel craft with machine guns mounted fore and aft. One February morning, the provincial constable at Queenston called for Coast Guard assistance in locating a vessel in distress on Lake Ontario. Provincial Constable Isaac Robbie had already learned that the troubled craft had sailed from Port Dalhousie two days before with a load of liquor consigned to Cuba. The Coast Guard picked him up at the dock at Niagara-on-the-Lake and after a time-consuming search of the ice-filled lake, they located their quarry adrift near Rochester, New York. The two occupants, who had 150 cases of whiskey aboard, at first refused a tow from the Coast Guard to an American port, where they would be arrested for illegal importation, but when assured by the Ontario constable that their destination would be a Canadian port, they agreed to return to where they had broken no law.

The bootleggers and rum runners had easily survived the early months of the depression, almost without any hardship at all. On June 1, 1930, however, a new Export Act was passed by the Canadian government which totally forbade any export of alcoholic beverages from the country, and the liquor awaiting shipment from export warehouses was either forwarded immediately, or ordered returned to the distillers and brewers. To continue shipping to the United States became much more of a challenge to rum runners and enforcement officers alike.

In September, 1930, word reached the provincial police in the Niagara peninsula that aircraft were being used to smuggle liquor out of the province, and Constables Mackay and Wood began keeping observation on the landing field of the St. Catharines Flying Club. A few days later, a small plane landed and taxied to the hangar, where it was met by a car with American license plates. When the transfer of cases of whiskey from the car to the aircraft was well underway, the officers broke cover and after a five hundred yard dash, captured both driver and pilot. The latter had almost made good his escape, but Wood managed to take hold of a wing-



*Rescued rum runners. left to right: U.S. Coast Guard officer; the two rumrunners; Provincial Constable Robbie.*



*Captured rum runners. Provincial Constables C.W. Wood, left, and G. Mackay with seized car and airplane. (C.W. Wood)*

tip, and the airplane was unable to take off.

Some days later, similar activities were discovered at a farm near St. Catharines, and Provincial Constable George Mackay was able to apprehend the car and driver. His companion, a constable of the RCMP, was unsuccessful in preventing the pilot from taking off, but he fired at the departing aircraft with a .22 calibre pistol. The following morning, the fugitive pilot was located in a Niagara Falls, New York, hospital, being treated for a gunshot wound.

Liquor law enforcement could be a dangerous occupation for the police as well, as Provincial Constable W. Bertrand discovered on the evening of July 30, 1930. At Flannigan's Point on the St. Lawrence River near Cornwall, a number of local inhabitants were dispensing liquor by selling it from rowboats in the river. When he tried to interfere, Bertrand was attacked by one of the bootleggers and suffered severe injuries requiring hospital treatment when he was struck viciously about the head with an oar. It was some time before his assailant was identified, but finally, in October, fellow officers arrested Francis Jacob, who was sentenced to three years in Kingston Penitentiary for attempted murder.

Finally, in 1933, the Volstead Act was repealed in the United States, and prohibition was ended. While bootleggers continued to operate throughout Ontario and would persist in doing so for years, the day of the rum runner was over. The provincial police, who had been scornfully referred to by some as merely liquor suppression agents, continued to serve the province as they always had—as policemen.

## 6

The S.S. *Cayuga* had just docked at Queenston, bringing from Toronto more than nine hundred picnickers of the Toronto Citizens Association on their annual outing. It was a sunny July morning in 1930, and the local provincial, Isaac Robbie, wearing his plus-fours, was about to enjoy a day off on the golf course, when word came that pickpockets had caused trouble aboard the steamer. Not bothering to change, Robbie drove directly to the dock, where a car was pointed out to him as having met the suspected pickpockets. The car departed with Robbie in pursuit, but despite many attempts, he was unable to stop it for some distance. Finally, when the vehicle pulled off the road, the constable approached and opened the driver's door, but was kicked and



knocked to the ground. Regaining his feet, Robbie jumped into the car to grapple with the driver, and the vehicle began to roll backwards down the hill toward the Niagara gorge. The other occupants managed to get out and escape, but Robbie and the driver remained in combat until the car hit a tree, which stopped the almost certain plunge into the Niagara River far below. The constable finally overcame and arrested his antagonist, then spent the next three days in hospital with eight broken ribs.

Even so, Robbie was more fortunate than some other peace officers. Emery Frenette was a Fort Frances youth, who was arrested by the local constable one night in the summer of 1930 for his boisterousness at the community dance hall. On the way to the lockup, he was able to escape his captor and a short time later, after scouting the railway station for any sign of the police, Frenette boarded the Canadian National passenger train for western Canada. Trains from Fort Frances to Rainy River passed through the territory of the United States, so it was customary for U.S. Immigration officers to travel the route to check passengers before alighting at Rainy River and returning on the next eastbound train. On this night, Immigration Agents Lawrence E. Doten and Lawrence C. Jones were wearing their uniforms, and Frenette, mistaking them for police, shot and killed them both. When Frenette left the train at Emo, the conductor raised the alarm, and police mustered a posse to search for the killer. He was located holed-up in a farmhouse some three miles from town, and the siege began. The fugitive held the posse at bay for some time, sniping at anything that moved, and the posse returned the fire, riddling the house with holes. Finally, Frenette set fire to the building and attempted to escape behind the smoke screen, but was sighted, shot, and killed by his pursuers.

## 7

It might be said that the provincial police first learned the value of the wheel in 1930. In a province with nearly half a million registered motor vehicles, the force had only twenty-nine cars and seven motorcycles. The Northern Motorcycle Patrol (NMCP) continued to patrol roads across the vast land north of the Severn, but their function was primarily to provide assistance to motorists along the many miles of highway (which were administered by the Department of Northern Development), where there were no telephones,

no service stations, and few settlers.

On March 10, 1930, Commissioner Williams advised members of the force that the government intended to provide more motor cars for the use of the provincial police, and in consequence, where government-owned cars were to be stationed, the use of privately owned automobiles for police business would no longer be permitted. The next day, March 11, the entire highway patrol of the Department of Public Highways was transferred to the Ontario Provincial Police, and Commissioner Williams's urgings of previous years had finally come to fruition. Seventy men were added to the rolls of the force and all were made provincial constables, classified and graded according to previous service. At their head came John Alexander Grant, who was appointed inspector in charge, and the new unit was dubbed the Motorcycle Patrol (MCP). The southern part of the province—the part which the motorcyclists would continue to patrol—was divided into three patrol areas, each to be under the direction of an area inspector: the Eastern Area at Brockville, under F.G. Jerome; Central Area with headquarters in Toronto, S. Hunter; and the Western Area under T.G.P. Lucas at London.

The Department of Public Highways had employed personnel for traffic law enforcement in Ontario since 1916, when John Stanley was recorded as a special constable with the department at an annual salary of \$1,000.00, and a number of part-time constables served for \$2.50 per day. By 1919, Stanley had been joined by H.M. Passmore, a special officer and inspector with a salary of \$2,000.00, and with ten constables under his direction, one of whom was J.A. Grant.<sup>5</sup> It was said of Grant that he was the first highway traffic officer to be assigned to a regular motorcycle patrol in 1919 and that his beat was the Toronto–Hamilton highway.

While members of the NMCP continued to wear the regular navy blue uniforms of the provincial police, the new patrol officers were issued khaki uniforms similar to the summer issue of the force, with the addition of breeches and leggings, leather gauntlets, and peaked caps. The Ontario Provincial Police badges were worn, and the Sam Browne belt completed the uniforms which were to be worn the year round, with leather coats and fur hats for the winter months. As before, each officer was required to provide his own motorcycle equipment, for which he would be paid an allowance by the government.

To prepare them for the constabulary duties which were to be added to their Highway Traffic Act responsibilities, the traffic offi-



*Highway Patrol. Some of those transferred to the provincial police from the Department of Public Highways being welcomed by Commissioner Williams. (Doug Bond)*



*Each officer provided his own motorcycle. Provincial Constable C. Hefferon. (R.H. McClurkin)*



cers attended the Training School in Toronto, then were assigned to their posts and highway patrol areas. To ensure that their duties remained primarily traffic law enforcement and that the district inspectors clearly understood that the MCP officers working in their respective districts would be under the direction of their own area inspectors, the commissioner wrote a directive on March 15, 1930:

Traffic officers...will continue to carry out duties exactly as they have done in the past...not to be taken off traffic duty...will not be under the direction of the District Inspectors but under the Commissioner, Headquarters, Toronto.<sup>6</sup>

The new patrol was deemed an immediate success as a unit of the provincial police, and the strength was increased to eighty men within a short time. Inspector Grant, making his first report to the commissioner toward the end of the year, advised that during the seven months following the transfer to the force, the MCP had patrolled more than a million miles on their motorcycles over the 2,800 miles of King's Highways assigned to them. They had instituted nearly 9,000 Highway Act prosecutions in addition to laying 277 criminal and 376 liquor charges. Over the next three years, the number of miles logged by the unit increased steadily, night patrols



*A highway accident near Essex. (R.H. McClurkin)*



were maintained on the highways near the larger cities, and a number of highway weigh scales were installed and were operated during the summer months by patrol officers. Communication was a limiting factor to the success of the motorcycle patrol. The telephone was the sole means by which an officer might be contacted, and each scheduled a number of regular stopping places along his assigned beat, such as gas stations and general stores, where he might be contacted.

Riding motorcycles on highways, mostly gravel surfaced, where traffic was on the increase, was a dangerous occupation, and Commissioner Williams deemed the work more hazardous than that of the constables doing detachment work. In 1931, on July 31, Provincial Constable John F. Montgomery was killed in a highway crash near Ottawa. On May 12, 1932, Charles Hefferon died in a motor vehicle collision on Highway No.10 at the Derry Road West; Russell Lemon was struck and killed by a hit-and-run driver on the Preston highway near Kitchener on March 11, 1934. All were members of the Motorcycle Patrol. Other officers were injured to such a degree that they were unable to remain on duty.

The government increased the capacity for mobility of the provincial police by providing more cars as promised. From the twenty-nine cars in 1929, the force fleet rose to fifty in 1931, and in that year alone, the purchases included a number of Ford cars, a Pontiac, an Oakland coupe, a Studebaker, a Roosevelt sedan and a Willys-Overland. Among the suppliers of gasoline for the provincial police were Imperial Oil Limited, Shell Company of Canada, and the Ontario Soap and Oil Company.

## 8

William J. Larocque lived with his wife and children on a small farm near Rockland, Ontario, and made his living from farming, occasionally earning finder's fees from various insurance agents in the area. His close friend, Emmanuel Lavictoire, was a market gardener with a smallholding a short distance away where he and his wife lived with their five children. In 1931, Larocque and Lavictoire had induced one young farmer to apply for life insurance, which was eventually issued, and for which Larocque pocketed a fee of ten dollars. The young man, Athanase Lamarche, had named his father, Felix, as the beneficiary. At some later date, the two Rockland farmers went to Buckingham, Quebec, where the young

Lamarche was staying, and late that night, the three started back for Ontario in Larocque's car. At the ferry dock at Masson, the car went into the Ottawa River, and while Larocque and Lavictoire survived, young Lamarche was drowned. Within days after Felix Lamarche was paid the insurance money on his son's death, Larocque set about schemes to deprive him of the funds and eventually, by nefarious means, was able to leave Lamarche with practically nothing.

In 1932, the two men had also encouraged Leo Bergeron to take out insurance on his life, which he did, naming his father as his beneficiary. Sometime shortly afterwards, at Bergeron's request, the policy, which had a double indemnity clause for accidental death, was amended, and William Larocque was named beneficiary.

One day in March, when Bergeron was employed at the farm of Eugene Morin as the hired hand, Larocque called at the farm and asked Morin for Bergeron's help with a planned threshing. Morin refused because he had ample work to keep the young man busy. Larocque called in again, this time to demand that Bergeron help him, or pay him money he owed. Reluctantly, Bergeron agreed to go to Larocque's farm the next morning, but later he privately told Morin that he was afraid of Larocque.

First thing in the morning, Leo Bergeron walked the two miles to the Larocque place, meeting Lavictoire on the way. A short time later, Lavictoire ran breathless to a neighbouring farm for help with a team of horses which he claimed had fallen. The neighbour responded immediately and on their arrival back at Larocque's barn, saw Larocque holding the reins of a team of horses which was standing quietly in the barn. When the horses were moved, young Leo Bergeron, apparently grievously injured, was lying where they had been standing. The neighbour went to call for a doctor and to advise Bergeron's father, and Dr. Martin Powers of Rockland, who was a coroner, came at once. So, too, did Leond Bergeron, who, finding his son dying, accused Larocque of killing him for his insurance as he had caused the death of Athanase Lamarche more than a year before. The provincial police were called, and Harry Storey, the sergeant from Ottawa, came to the scene with Provincial Constables Harold Dent and George Buck of Rockland. After viewing the battered body of young Bergeron and noting the extent of bloodstains on the floor and walls of the barn, the officers searched the building and found, high on a heavy beam, the bloodstained handle from a pitchfork. When the examination of



*The Bergeron Murder investigation. left to right: W. Larocque, an accused; Sergeant H. Storey; two unidentified reporters; Constable H.H. Dent. (W.H. Stringer)*

the handle revealed that the stains were of human blood, Inspector Stringer of the CIB was sent to Rockland to take charge of the investigation.

The account of the affair given by Larocque and Lavictore was that Bergeron had been trampled by the fractious team. The existence of the pitchfork handle, however, rendered this story improbable, and when Larocque's horses were seen to be old and submissive, the inspector set out to learn the truth.

Following an inquest at Rockland and after learning the facts of the insurance dealings of Larocque, the police charged both men, and they were eventually tried for the murder of Leo Bergeron. At L'Original, they were both found guilty, sentenced to hang, and duly executed there on March 15, 1933.

In the Bergeron murder case, the police had called upon Dr.E.R.Frankish for forensic services, and he had later testified to great effect at the trial of Larocque and Lavictoire. Criminal investigation in Ontario had enjoyed the scientific services of Professor Henry H.Croft as early as the middle of the nineteenth century, and later, Dr.William H.Ellis had provided forensic science services. Prior to 1932, Dr.Wilfred J.Derome of Montreal, whose specialty was ballistics, and Professor Joslyn Rogers, an analytical chemist of the University of Toronto, were called upon by police



from time to time. Dr. Frankish was appointed Medical Assistant to the Department of the Attorney General in September, 1932, and became the first fulltime forensic pathologist for the Province of Ontario. He established the Laboratory of Forensic Medicine at 11 Queen's Park Crescent in Toronto, and the attorney general promptly offered the doctor's services to the provincial police. The minister was careful, however, to ensure that requests for Dr. Frankish's assistance be made through the commissioner to the attorney general, rather than directly to the doctor.

## 9

A number of organizational changes occurred in the provincial police during the early 1930s. The special districts created at Windsor, Toronto, and Hamilton, primarily for liquor law enforcement, were abolished as such and became regular police districts to be added to the former nine. Re-numbering was necessary, and by the end of 1930, the districts of the Ontario Provincial Police were:

- No. 1 at Windsor, Inspector S. Oliver
- No. 2 London, Inspector H. Gardner, M.M.
- No. 3 Hamilton, Inspector C.A. Jordon
- No. 4 Niagara Falls, Inspector C.F. Airey, M.S.M.
- No. 5 Toronto, Inspector A.R. Elliott
- No. 6 Kitchener, Inspector A.E. Rae
- No. 7 Barrie, Inspector J.H. Putman
- No. 8 Belleville, Inspector W.H. Lougheed
- No. 9 Ottawa, Inspector A.H. Palmer
- No. 10 Cobalt, Inspector W.T. Moore
- No. 11 Sudbury, Inspector P. Walter
- No. 12 Port Arthur, Inspector W.G. Ingram

In October, 1931, the headquarters for No. 10 District was moved from Cobalt to the courthouse in Haileybury, and in 1934, when the lease on the headquarters accommodation in Ottawa expired, the District headquarters of No. 9 was moved to Perth. The number of detachments also increased from 106 in 1930 to a new high of 161 at the end of 1933.

The appointment of provincial constables as high county constables continued as vacancies occurred, and by the end of October,



1933, thirty-six of Ontario's forty counties had provincials as their constabulary heads. Only in the counties of York, Wentworth, Lanark, and Carleton were locally-appointed high constables to be found.

At provincial police headquarters in Toronto, Inspectors Taber and Howard Graham of the liquor branch had left the force by 1931, and Inspector Ephraim Zinkann had taken their place. The hierarchy of the organization was revealed by the salary scales of 1932, which indicated that the Criminal Investigation Branch continued to enjoy the highest status among the inspectorate. The salary of the commissioner was set at \$6,000 per annum, and his assistant commissioner was paid \$4,200. The chief inspector of the Liquor Control Investigation Branch (LCIB) earned \$3,300, to be followed by the senior inspector and inspectors CIB at \$3,200. The staff inspectors were paid \$3,000, and the inspector LCIB and the district inspectors received \$2,700.

Assistant Commissioner Alfred Cuddy retired from the provincial police on January 31, 1933, after a police career of more than fifty years, the last eleven being with the provincials of Ontario. Before he departed, however, he sent to the attorney general a confidential memorandum, in which he harshly criticized the direction of the provincial police by Commissioner Williams and offered his own services should a change of commissioners be contemplated. Cuddy condemned the motorcycle patrol as being too independent and its leaders of failing in their responsibilities, and recommended that the traffic patrol officers be placed under the supervision of their respective district inspectors. The Police Garage, according to the assistant commissioner, was poorly managed by W.H.Boyd, and even the commissioner's chauffeur, Edward Hales, came under attack because of his salary and his assigned duties. The strongest condemnation was saved for the three staff inspectors of the commissioner's office, a number Cuddy deemed totally unnecessary. Staff Inspector William Killing was singled out because of the confidence the commissioner placed in him and because of his "protection of Englishmen on the Force...Canadians, Scotch or Irish had little chance, but the English received every favour and consideration, before appointment and after."<sup>7</sup>

Inspector William H.Stringer CIB was named by Attorney General Price as Cuddy's successor on January 9, 1933. He was to assume command of the CIB and serve as second-in-command to the commissioner with the rank of chief inspector. Mr.Price indi-

cated publicly that the post of assistant commissioner would remain unfilled for the time being. Commenting on Cuddy's retirement at the age of seventy years, the attorney general announced his intention of seeking legislation which would permit the retirement of provincial police officers on attaining the age of sixty-five. His statement set off much speculation about the possible retirement of Commissioner Williams, who had already reached that age, and rumour even suggested his eventual successor. The name of General Garnet B. Hughes, C.B., C.M.G., D.S.O., received much prominence, and he was reported in the newspapers as having been in the employ of Ontario's attorney general in some work of a private and secret nature. The rumour had it that he would shortly be appointed assistant commissioner and afterwards, would succeed Williams at the head of the force. Hughes, the son of the late Sir Sam Hughes, former Minister of Militia, was a war hero and was highly esteemed in military circles in Ottawa.

Attorney General Price finally settled the speculation by announcing that any change in the regulations with respect to retirement age would specifically exclude Commissioner Williams and, as if to strengthen this decree, he also announced that for economy reasons the post of assistant commissioner of the provincial police would be abolished forthwith.

By April, the matter was revived on renewed speculation that Williams would step down about May 1, but this time it was said that he would be replaced by Stringer, although no immediate promotion was contemplated to the rank of commissioner. But Victor Williams did not retire.

William Stringer had, throughout his more than twenty-two years of service with the force, realized and acknowledged the value to law enforcement of a well-informed and cooperative press, and his personal career had not suffered as a result. His already formidable reputation as a criminal investigator was even further enhanced in May 1933 by the publication in the *Toronto Star Weekly* of a full page story of his career and experiences in the provincial police entitled, "Sherlock Stringer."<sup>8</sup>

While their masters were changing positions, and while some constables were kept busy pursuing armed criminals along the rail-

ways and through the bush, ticketing speeders on the highways, and surprising bootleggers plying their nefarious trade, other provincials had different community services to perform. The relief of people in distress had been an accepted responsibility of the provincial police for many years, and 1933 was no exception for one constable stationed in the Port Arthur District. His report, in part, described the situation:

On Saturday, I was informed that several Indians were very sick and in need of medical attention across the river at Dog Lake. I visited all the shacks on the Island and found some of the Indians in very bad physical condition. Two squaws had just been confined and were especially in need of medical attention, they had not received proper care at childbirth and the babies were suffering from a skin disease.

I came back and wired the Indian Agent to send a doctor in... In the meantime, I succeeded in getting two nurses up by freight train, whom I met and took to the island by dog team. They rendered first aid... and no doubt saved one woman's life as peritonitis had set in... The doctors did not arrive until the 30th, when two came in by aeroplane, which I also met, and took the doctors by dog team to where the sick Indians were.<sup>9</sup>

The doctors treated two women "for childbirth; two babies for skin disease and club feet; one Indian for paralysis from the hips down; one Indian for leg and ankle disease; one Indian for pneumonia and tuberculosis; one Indian for stomach flu; and one for heart trouble, etc. In addition, a number of young children who were sick with colds and bronchitis were supplied with medicine," the report concluded.

## 11

No constabulary appointments were made to the Ontario Provincial Police between October, 1931, and December, 1933, and the total strength of the force dropped to 369, with 318 of these being uniformed members. This reduction was due, however, to attrition, and no layoffs, despite the depressed economy, had affected the public service. As if to make up for the suspension of appointments for more than two years, a further 55 men were appointed

provincial constables by the end of May, 1934, for the highest ever uniformed membership of 366. All in all, the force had survived the first and harshest years of the depression with little serious inconvenience.



# 10

## *Private Army*

The worst was over. By mid 1934, the nation had started the long, hard struggle to economic recovery. Ironically, darker days were yet ahead for the Ontario Provincial Police.

Mitchell Frederick Hepburn was elected Premier of Ontario in June, 1934, on a recovery platform and declared that his new Liberal government would cut costs, eliminate the expensive frills of the outgoing Tories, and reduce unemployment. He promised to overhaul the provincial civil service by eliminating “deadwood, political appointees, hangers-on, those who draw big salaries for doing little.”<sup>1</sup> He was as good as his promise. The official residence of the lieutenant governor was ordered closed and put up for sale; Ontario House in London closed its doors, and the government even cancelled the annual provincial exhibit at the Canadian National Exhibition. On August 27, before a capacity crowd at Toronto’s Varsity Stadium, the fleet of forty-seven automobiles that had served the ministers of the provincial government during the Conservative years were auctioned car by car for a total of \$34,000, and Hepburn took great pride in publicly announcing that Ontario had been successful in establishing a new, lower rate for borrowing—3.58 percent<sup>2</sup>—which would benefit government and the individual alike.

The replacement of all game wardens was anticipated, and even the administration of the Department of Game and Fisheries became the target of rumoured cost cutting. It was suggested that seven district Game and Fisheries superintendents would be relieved of their duties, and that a greater share of enforcement would be assumed by the provincial police.<sup>3</sup>

Within two months of taking office, Hepburn discharged all civil servants who had been appointed since October of 1933. The effect of the discharge of all recently appointed members of the provincial police force can be imagined. For more than two years,

there had been no appointments to bolster the strength of the force, which was slowly being drained by normal attrition, and now, when new men had finally been recruited, trained, provided with uniforms and equipment, and deployed across the province, they were to be let go. It was as though they had never existed, as far as the force was concerned. These unfortunate officers, many of whom believed that they had been launched upon a lifetime career and had been assigned badge numbers 483 to 533 as regular members, were suddenly faced with the revocation of their appointments on August 14, 1934, and the assignment of their badge numbers was stricken from the records. The numbers were later reassigned to others. Such action was contrary to all military tradition, which decreed that a regimental number was allotted in perpetuity, and as this was the first departure from the tradition since badge numbers had come into use in 1922, it was all the more surprising that it had occurred during the regime of General Williams.

Even more difficult to countenance was the discharge of a number of long-service members of the force when the rank of provincial special constable was abolished. Fourteen such officers were expelled, including Arthur De Haitre of Alexandria, J. Gagne of Sudbury, Robert Reevely of Brampton, and Matthew Side of Chatham. All had come to the provincial police in 1921 in the mass transfer of liquor enforcement officers from the old Board of License Commissioners. The right-hand man of Chief Inspector Elliott in the Liquor Control Investigation Branch was also discharged from the force: Inspector Ephraim Zinkann, too, had been a member of the provincials since the OTA transfers in 1921. The uniform strength of the force was reduced to 296 within three months of the Liberal government taking office.

## 2

On Saturday, July 21, 1934, the *Toronto Globe* carried a front-page story about a so-called secret expense fund controlled by the Commissioner of Police for Ontario, V.A.S. Williams. The fund, according to an informant, was used to finance certain undercover operations of a political nature and had been kept in the Bank of Montreal in Toronto at the behest of the former government. The allegation that the fund had not been subject to audit even though public monies were involved, and that the bank account had been

closed following the June election before the new government had taken office, had moved the attorney general, Arthur W. Roebuck, to launch an investigation.

The *Globe* carried the story further a week later when it had been revealed that the fund had been used to retain the services of a private detective agency to keep surveillance, during the recent election campaigns, on certain public figures who later became ministers in Hepburn's government. It was suggested that the former attorney general, William H. Price, had authorized expenditures from the fund, which was administered by General Williams.

On Saturday, July 28, a week after the matter had first been made public, Attorney General Roebuck wrote to Commissioner Williams, demanding the resignation of Chief Inspector William Stringer. Stringer, Roebuck contended, had divulged to the newspapers the details of the provincial police secret service account and had betrayed the public trust; Roebuck asserted that Stringer had admitted as much when he had been interviewed on the direction of the attorney general.<sup>4</sup> It was a Saturday, a normal working day, but Stringer was not in his office, so the commissioner sent a special delivery letter to the chief inspector's home, suspending him from duty and ordering his resignation as he had been directed to do. On the Monday morning, Commissioner Williams sent for Stringer and Inspector Miller and asked if the resignation had been submitted as the attorney general had directed. Stringer stated his refusal and became so threatening in his manner that Williams ordered him from his office.<sup>5</sup> Stringer then apparently went to see Roebuck, seeking reconsideration, accompanied by John H. Evans, the *Globe* reporter to whom Stringer was alleged to have divulged the information. To the attorney general, Stringer denied having been the informant, and Roebuck agreed to review the matter which he referred to as Stringer's dismissal. The matter was still pending when the editor of the *Globe*, Harry Anderson, stated that he had received the information from Premier Hepburn.<sup>6</sup>

Two days after his meeting with General Williams, Stringer suffered a serious heart attack, followed a week later by an acute attack of appendicitis which proved gangrenous. Roebuck was unmoved, and the entire matter remained in abeyance. When Stringer had not returned to duty in January, the commissioner wrote to his attorney general, recommending that the services of the chief inspector be terminated from December 31, 1934.<sup>7</sup>

As far as Attorney General Arthur Roebuck was concerned, Stringer was finished with the Ontario Provincial Police and

although he remained on the payroll at half-pay during his illness until the end of June, 1935, he was not to return to his desk at Queen's Park while Roebuck was attorney general. On June 30, 1935, William H. Stringer's name was stricken from the rolls of the provincial police, and the following day, he was appointed Deputy Fire Marshal of Ontario.

As if to rebuke the attorney general for depriving the province of the services of Stringer as a criminal investigator, Charles W. Bell, KC, of Hamilton published his book *Who Said Murder?* in the fall of 1935. One of Canada's foremost criminal lawyers, Bell recalled some of Ontario's most celebrated trials and related the dramatic circumstances of such cases as the Bergeron murder, which ended in the hanging of Larocque and Lavictoire at L'Orignal. He described Stringer as "Canada's ace detective." About another case of the recently-dismissed chief inspector, the murder of Elizabeth Hisey in 1931, Bell wrote: "...the most remarkable detective this Province has ever known. Perhaps it is not too much to say that the whole Dominion of Canada has never produced his like. Inspector William H. Stringer stands a stiff comparison with the memory of men like Murray, Greer, and others. But valuable as their services were to the public, Stringer outclasses them...."<sup>8</sup>

The Fire Marshal's office, to which Stringer had been appointed, had been created in 1916 and since that time, had been under the direction of E. P. Heaton, who had been assisted since 1918 by a deputy, George H. Lewis. Following an investigation by a committee of government and insurance company representatives, Attorney General Roebuck declared the department inefficient and in need of a long-overdue reorganization. Heaton was superannuated at the age of seventy-four years, and a new fire marshal was appointed: William J. Scott, an Owen Sound lawyer. Stringer's predecessor, Lewis, was also retired on pension by Order-in-Council.

The post of chief inspector CIB remained unfilled and Stringer was not replaced on the rolls of the provincial police. John Miller, at the age of sixty-seven, was again named senior inspector to direct the criminal branch and although he was referred to later as acting chief inspector, he was never to achieve the rank that Stringer had held.



## 3

Only two months after Hepburn had revoked the appointments of so many, the first appointment to the provincial police was made. On October 15, 1934, David Green, who had previously been taken on the force on May 1 and had been assigned number 510, was appointed a provincial constable once again. On this occasion, he was given badge number 483, which had formerly been allotted to R.E.Abraham. Green was the first of the victims of the government's economy dismissals to be reappointed to the provincial police, and over the next year, many others returned and were re-numbered and re-assigned. Others, such as Clarence E.Bagnall, who had been posted to Goldpines after his appointment in November, 1933, chose instead to seek careers with other police forces and were lost to the provincial police.

Other economy measures affected the provincial police. During the fiscal year from November 1933 to October 1934, the government had purchased twenty-seven automobiles for provincial police use, mostly new 1934 Chevrolets and the speedy new Ford V8s, although some 1932 and 1933 models, and even a 1930 Stude-



*The Criminal Investigation Branch. left to right, standing: A.H. Ward; G. Mackay; H. Gardner; W. Dobson, secretary; E.D.L. Hammond; seated: E.C. Gurnett; W.H. Lougheed; (absent: J. Miller)*

baker, were included. More than \$31,000 had been spent on cars, automobile supplies, and gasoline during the year. Over the ensuing year-and-a-half, however, the amount spent dropped by more than half, and no motor vehicles whatever were added to the force fleet, nor was any provision made for any marine equipment; in the Georgian Bay area, where the provincials were encountering an increasing number of summer cottage break-ins on the many islands, the officers of Parry Sound detachment felt the need for such. Provincial Constables E.F.Hartlieb and H.O.Finger had been provided with a small outboard motor by the liquor board, of all people, and they were able to patrol their territory by the use of boats, which they could rent at one dollar per day.

Despite the scarcity of government funds for law enforcement, Inspector Miller of the CIB nevertheless made recommendations to the commissioner which, although largely ignored, indicated a far-sightedness that had not been suppressed. His suggestions for improved communications for a widely deployed police force such as the provincials included the concept of a radio broadcast station at headquarters in Toronto, and receiving sets installed in department cars within range. In another memorandum, he requested consideration be given to establishing a teletype system, which the Bell Telephone Company would be able to install.

Perhaps as a further cost-saving device, the provincial police training school was closed in 1935 and replaced by a new Provincial and Municipal Police Training School, which opened on March 11 with a class of thirty-two members of the Toronto Police Force, one from the Kingston Police Department, and five provincial constables. Created to ensure improved education in policing matters for the province's municipal police forces, the new school was under the direction of J.C.McRuer, KC, who, as dean, was able to call upon many outstanding instructors from among the legal, scientific, and professional communities, as well as senior police officers. By the fall of the year, regular courses were being convened, and McRuer was passing along the results to the commissioner. The provincial police were doing very well.

#### 4

On May 29, 1934, at a small farmhouse near Callander, Ontario, Elzire Dionne gave birth to quintuplets, an event that excited the imagination of the world. Newspaper reporters flocked to the small

town, where Oliva "Papa" Dionne proudly weighed the five baby girls on his potato scales and reported the largest weighed three pounds, four ounces, and the smallest a full pound less. The family doctor, Allan Roy Dafoe, who had been present for the delivery of the last two babies, permitted photographs and generally took charge of the whole affair.

By summer, overtures came from far and wide, seeking contracts to exhibit the phenomenal five, and particularly determined attempts were made by American entrepreneurs who were offering substantial amounts of money. Such endeavours had become so insistent that the authorities were becoming alarmed at the possibility of exploitation. When Dr. Dafoe and Oliva Dionne both received anonymous warnings that the babies would be kidnapped, security of the little girls became a conscious responsibility of the provincial police.

Public subscription soon provided sufficient funds for the construction of a hospital adjoining the Dionne house, and the sisters, who had been christened Yvonne, Annette, Marie, Cecile, and Emilie were moved in under the care of especially selected nurses and Dr. Dafoe. A barbed wire fence protected them from the dangers of intrusion.

The continued efforts of some to make arrangements with the Dionne family to exhibit the quintuplets led the Ontario government to enact legislation "for the protection of their persons and estates, and of their advancement, education and welfare." The Dionne Quintuplet Guardianship Act, 1935, was passed in March, 1935, and the ten-month-old babies became wards of the Crown. While the Ontario Minister of Public Welfare was named the Special Guardian, provision was made for the appointment of active guardians to act jointly with the father, Oliva Dionne. The rights of the father as the natural trustee were respected, and it was decreed that the children would be raised in his beliefs and religion. Dr. Dafoe's rights as the quintuplets' doctor were also protected. All contracts that might have been entered into on behalf of the children, unless authorized by the Crown, were declared void.

Revived reports that an attempt would be made by American desperadoes to steal the babies and spirit them across the border prompted the provincial police to send Staff Inspector Doyle from Toronto to investigate, and Inspector Creasy in North Bay instituted a search for two men who were believed involved, but nothing came of that lead. Two provincial constables, J.W. McCord and W.A. Noyes, were assigned to protect the children and moved into



the Dafoe Hospital until the danger had passed. Special constables were appointed to provide for the security of the "Quints," under the direction of provincial police at North Bay, and this service was to continue for a long time. For some years, Provincial Constable E.A. Shepard visited the detail daily, then Provincial Constable J.L.M. Needham took over the duty.

## 5

For many Ontarians, the election of Mitchell Hepburn and his Liberal party was seen as a new beginning, a return to the good times of the 1920s. To celebrate the election victory, the *Toronto Globe* offered a subscription to the paper for ten weeks for one dollar. For holidayers, the Canada Steamship Lines offered a return excursion by steamer from Toronto to Montreal, featuring a visit to the Thousand Islands, for twenty dollars including berth and meals. A new McLaughlin Buick was offered for sale by dealers at \$1,253 that year, while an Oldsmobile Six could be purchased for as little as \$1,004. Things looked good. The summer of 1934 was one of the hottest on record, and Brantford claimed a record in July when the mercury hit 102 degrees in the shade. Crowds headed for the lakes, seeking relief, while others flocked to the hotels where, at long last, beer would begin to flow legally on Tuesday, July 24. For the first time in nearly eighteen years, hotel dining rooms and beverage rooms were able to legally dispense beer and wine to a joyful public. The first of the new vendor's permits to be granted went to the Norton Palmer Hotel in Windsor, and Toronto's Royal York and King Edward, with others, were close behind. On the great day, the response was almost overwhelming, and it was several days before the crowds seeking refreshment dwindled to a steady flow.

All was not well in the province however, as unemployment continued unabated, and labour unrest was felt in many areas. Another group of unemployed men marched to Toronto to demand jobs from the provincial authorities, and in September, lumber workers near Cochrane went on a violent rampage. Employees of the Abitibi Pulp and Paper Company were housed in a number of work camps along railway lines in an area of Northern Ontario that encompassed nearly a hundred square miles. A work stoppage occurred in camps along the Abitibi Railway on September 14 and affected Hennessy's Camp, Wright's Camp, and Seguin's Camp as





*Provincial Police on strike duty at Spruce Falls Camp 18. left to right: J.R. Dickson; W. Gilling; F.B. Creasy; W. Wood; S.V. McClelland; T. Houldcroft. (W. Gilling)*

they were called. Not all the workers went on strike at the outset, but those who did so organized raids on the various camps and literally cleaned them out, forcing other workers by intimidation to join them. Raiders struck at Branconnier's Camp on the CNR at Mace, but the camp remained in operation when police were able to offer protection to workers who wished to continue working. Wick's Camp, on the Temiskaming and Northern Ontario Railroad, and Brander's Camp, west of Cochrane on the CNR, were closed down entirely by raiding strikers. Several other workcamps were able to continue limited operations only because of a police presence, and the provincial force, at the worst period of violence, had the district inspector, two sergeants, and twenty constables employed on strike duty.

While more than a thousand bushmen were out in the labour dispute, it was reported by the district inspector at Haileybury, F.B. Creasy, that a majority of them were unwillingly kept from their labours by the others, and that as soon as police intervened, most of the men returned to their camps. In the confrontation, which included a final clash between police and strikers in the street in front of the courthouse in Cochrane, three provincial constables, W. Noyes, A.R. Clark, and H.S. Gall were injured by thrown stones and bricks.

In 1935, the unemployed staged another march on Ottawa as workless war veterans had done in 1922. Canadians everywhere continued to suffer from the depressed economy, and protests became common occurrences everywhere. In British Columbia, 900 workers left relief camps to rebel against conditions, and the

number of marchers in Calgary reached 1,300. In Regina, the Regina Police, supported by the RCMP, had been faced with the Dominion Day Riot of the unemployed. In Winnipeg, 450 marchers set out for Ottawa, but were persuaded to return to Winnipeg by the time they reached Kenora. In August, 400 marchers, under the banner of the Ontario Workers of the Federation of Unemployed, started out from points in Ontario to march to the nation's capital. Accompanied by a detail of provincial police officers, the peaceful protesters were sheltered and fed by the townspeople along their route. The Great Trek marchers spent two weeks in Ottawa before abandoning their pleas to an unheeding government and returning quietly to their homes. The provincials who travelled the route included W.H.Kennedy, A.R.Macleod, John McGetrick, Alex Macleod, P.E.Harkness, H.Brown, Harold Dent, R.Wannell, G.Robertson, F.Fox, and N.R.Gardner.

The so-called Hunger March in July of 1935 was organized by the United Labour Conference on Unemployment. According to Provincial Constable A.S. Wilson, who, in an undercover role, had been attending various meetings seeking intelligence respecting the marchers intentions, some three to four thousand protesters were expected to mass at Queen's Park. In the event, between 150 and 175 marchers arrived in New Toronto on July 17, led by Fred Collins, one of the organizers; another twenty-five arrived in East York Township from the north, and a few more turned up in York Township. All were accommodated locally, and a delegation went to Queen's Park to meet with government representatives before the protesters disbanded.

## 6

Criminals continued to ply their nefarious trades oblivious, it seems, of economic conditions. In the United States, one of the most notorious of outlaws, John Dillinger, was finally brought to a form of justice when he was slain in downtown Chicago on July 22, 1934. Federal agents—"G-Men"—had waited for more than two hours for the desperado to emerge from a movie theatre with his girlfriend, who had betrayed him.

Ontario had its share of armed desperadoes and gangsters in such notorious organizations as the Polka Dot Gang. One night, four of the gang stole a new Chevrolet sedan in Toronto and headed for Bruce County to prey on the small rural towns with their village

constables. In Tiverton, they broke into the local undertaker's garage and made off with his car, a Plymouth purchased only two days before. With two men in each stolen car, the gang went on to Underwood, where they entered McKay's Garage and removed just about everything they could carry, including large truck and car tires, cigarettes, and even a large garage jack. They loaded both cars with the swag and headed out of town.

They had not been unobserved, however. A young man, having just left his girlfriend at about 4:00 A.M., recognized the Tiverton undertaker's new car loaded with what he took to be junk and occupied by two strangers. He decided to call the police, but the only telephone that he could use necessitated breaking into a house to reach it, which he did, and telephoned the provincial constable at Walkerton. While he was speaking with the officer, the young man had to fend off the blows from a broom wielded by the lady of the house, who had been awakened by the break-in.

Provincial Constable Otto McClevis drove his department automobile to his own special place, a fork in the highway south of Walkerton where southbound traffic had to pass, and there, as was his custom, he planned to set up his roadblock across one of the roads. This night, McClevis had no sooner alighted from his car when the two stolen vehicles roared by, heading towards Walkerton. Firing his revolver into each car, McClevis jumped into his own automobile and set off in pursuit. For some eight miles north of Walkerton, the pursuit reached high speeds, and the constable, who carried several guns in his car, shot at the fugitives whenever the opportunity presented itself, and the desperadoes returned his fire. Finally, when the road came to a junction where one must turn either to the left or to the right, the stolen Chevrolet which had led the chase cleared the four-foot ditch, struck a rail fence, and came to rest in the field beyond. The Plymouth, too, jumped the ditch, went through the fence, and struck the rear of the Chevrolet, sending it further into the field. McClevis was not to be outdone. Driving his provincial police car straight across the ditch into the field, he struck both stolen cars, thrusting the Plymouth one way, the Chevrolet the other. While three of the fugitives fled from the cornfield into the bush, the constable handcuffed the fourth to a large truck tire and left him sitting in the field with the tire in his lap. Taking his rifle from the police car, McClevis set out to follow the others.

A farmer on the next concession road, on his way to do the chores, had heard the crash of cars and was about to take his car to





*Otto McClevis.*

investigate. Apparently he was seen by the fleeing bandits, who turned in another direction and waded across a large stream to make their escape. McClevis was waiting for them, took them into custody, and marched them back to the cars. When they got there, the constable discovered that his other prisoner had gone, tire and all. Using handcuffs with a four foot chain, McClevis secured the trio of prisoners and again set off in pursuit. It was now daylight and curious farmers had begun to gather at the scene of all the excitement. From one of them, the provincial learned that a man had been seen pushing a flat tire along the road and, sure enough, there he was, rolling along with the handcuffs through the tire. Raising his rifle "to fire a shot a foot or two above the man's head," he contended, McClevis fired, and as the shot rang out, the man dropped to the ground, motionless. Walking to where the man lay, the officer discovered that his shot had just grazed the gangster's ear, and that otherwise the man was unharmed. McClevis made him roll the tire back to rejoin his erstwhile companions.



Otto McClevis had joined the Ontario Provincial Police in 1928 after serving as chief constable in the Town of Wiarton, and during his years of policing, he successfully dealt with thefts, break-ins, robberies, bootlegging, abortions, car thefts, and even murders, but his reputation as a "driving, shooting policeman" was to become known to everyone in that part of the province. He became a legend. His escapades were good copy, and the newspapers were provided with much news to be avidly consumed by readers far and wide. He subdued bullies in monumental fist fights, recorded blow-by-blow; swam a river in pursuit of a fleeing bootlegger; was involved in a number of wild car chases of escaping bandits, driving with one hand while firing his revolver with the other. His scrapbook became filled with newspaper photographs of wrecked cars with captions under each, such as: "Two stolen cars, twenty-five bullet holes, three arrested," "Stolen car from Toronto," and "Stolen car from London." Residents of Walkerton were used to seeing cars parked in the provincial constable's yard where youngsters were able to count the bullet holes in them. At his fork in the road south of town, McClevis had devised his ingenious roadblock to stop fleeing criminals. Here he kept a chain which was attached to a telephone pole and left lying in the ditch for such eventualities. He would stretch the chain across the road and secure the end to a guardrail post and was successful on more than one occasion in causing bandits' cars to end up as wrecks, the occupants then to be captured at gunpoint by the waiting provincial. The constable was known to carry nine revolvers, a sawed-off shotgun, and a rifle in his car, always loaded, and McClevis did not hesitate to use them. The story was told how he had been called into headquarters in Toronto to be cautioned against using firearms, only to encounter a carload of bandits on his way back to Walkerton, an event which ended in another chase and shootout.

## 7

John Labatt was a member of a prominent London, Ontario, family which had founded the brewing industry in that city. On the summer morning of August 14, 1934, Labatt left his summer cottage on the shore of Lake Huron near Brights Grove in Lambton County to drive to his office in London. Near Camlachie, he came across an automobile blocking the road and pulled up to a stop, only to be set upon by three armed men. A piece of paper was pre-

sented for his signature, then he was blindfolded, forced into his assailants' car, and driven to a cottage near Bracebridge. Here he was stripped to his underwear and chained to an iron bedstead.

Meanwhile, one of the kidnappers had driven Labatt's car to London, where it was abandoned. In it was the piece of paper which Labatt had signed; it was a ransom note addressed to his brother, Hugh, demanding \$150,000. A telephone call to Hugh Labatt resulted in the quick recovery of the car and note, and as police forces everywhere were alerted, a great search was undertaken as lawmen frantically followed every lead. Just after 11:00 P.M., provincial police Inspectors Gurnett and Lougheed rushed from the Royal York Hotel to follow up a hot tip. Pursued by reporters who thought something might be about to happen, they jumped into a chauffeur-driven car and roared away. The reporters were able to file the story that when the police car ran a red light at Fleet and York Streets, a collision with another car occurred, and the policemen were considered "lucky to be alive."

Two days later, on the night of August 16, John Labatt was again blindfolded and this time was driven to Toronto, where he was released at the corner of St. Clair and Bathurst. He went to the Royal York, where Hugh was awaiting further instructions from the abductors, and was soon on his way back to London, little the worse for his experience. No ransom had been paid, and the reasons behind his release caused great speculation in the newspapers.

Although not the first crime of this nature to occur in Ontario, kidnapping was particularly abhorrent to the nation since the 1932 kidnapping and slaying of the Lindbergh child in the United States, and the whole Labatt affair was given front page treatment. Within two days of Labatt's release, one of the alleged kidnappers, David Meisner, was arrested in Detroit, extradited, tried, and subsequently sent to prison. Others were sought and eventually brought to trial.

## 8

Major General V.A.S. Williams reached the age of seventy years on June 2, 1937, and in accordance with regulations governing public servants, was superannuated. Before he relinquished command of the Ontario Provincial Police, however, an Order-in-Council was passed to provide for his retention on a temporary basis at a reduced

salary.<sup>10</sup> The Criminal Investigation Branch inspectors continued to enjoy the prestigious position in the force hierarchy as the commissioner's most senior and highest paid staff, and at the end of 1937, the branch consisted of Senior Inspector John Miller and Inspectors E.D.L.Hammond, A.H.Ward, A.B.Boyd, E.C.Gurnett, W.H.Lougheed (recently promoted from the rank of staff inspector), and George Mackay. William Killing was made senior staff inspector, and J.A.Grant of the Motorcycle Patrol was promoted to staff inspector.

The life of the career provincial constable on detachment duty went on much as it had always done. Little heed was paid to the changes among those holding high positions in the distant headquarters in Toronto, and changes were, if noticed at all, of little concern to the officer serving his community alone, or with the help of the constable in the adjoining detachment. Promotions came to only a few, the salaries remained constant, uniforms were replaced on a regular basis, and one could expect to be transferred every so often.

There were, in reality, two distinctly different kinds of provincial policemen in Ontario under the direction of the commissioner. The blue-uniformed detachment constable was primarily involved with general police work, such as dealing with criminal activities, resolving domestic disputes, and coping with the more obstreperous individuals who resorted to violence in varying degrees. These blue-clad officers were to be found in the villages, at farms, and on the back roads. In the north, as often as not, they travelled on foot or by canoe to remote workcamps and Indian reserves. Clearly distinguishable from the detachment officers by their khaki uniforms and almost always seen mounted on motorcycles, were the Motorcycle Patrol officers, who dealt directly with the motoring public on assigned stretches of the King's Highways. District inspectors resented the autonomy of the Motorcycle Patrol and continually sought ways to utilize the services of the riders as the exigencies of their police districts demanded, despite the commissioner's opposition. In actual practice, however, the differently assigned constables usually worked well together and supported one another in almost every instance. McClevis in Walkerton had more than once been aided by the locally assigned MCP officer, J.L.Whitty, and the motorcycle men were not averse to undertaking dangerous assignments of a law enforcement nature, even though this was not officially demanded of them. Provincial Constable D.H.Rogers of the Motorcycle Patrol, who was stationed in Oakville, joined in a





*District Inspectors' Conference, 1937, left to right, standing: C.E. Airey; W.T. Moore; F. Gardner; C. Jordan; F.E. Elliott; T.W. Cousins; A.H. Palmer; J. Jerome; W.H. Boyd; F.B. Greasy; J.H. Putman; S. Hunter; W.G. Ingram; T.G.P. Lucas; P. Waller; S. Oliver; A. Knight; J.J. Monkman; seated: A. Moss; W.G. Killings; J. Miller; Attorney General Conant; Commissioner Williams; W. Common; J.A. Grant; E.T. Doyle; kneeling: G. Kernick; N. Phelps.*



manhunt for a fugitive who had shot down a Toronto policeman. Rogers did not shrink from his duty and shot the fugitive to prevent his escape.

The seventh member of the Ontario Provincial Police to lose his life while in the performance of his duties did so on the night of July 25, 1936. Orval E. Storey was a member of the Motorcycle Patrol and was patrolling King's Highway No. 10 near Owen Sound when he was struck by an automobile. Although the driver of the car was charged with manslaughter, he was acquitted.

The provincial police force entered a team in the Annual Chief Constables Revolver Competition in 1936 and won the Ontario championship. Provincial Constable A.L.Mennie tied for the highest individual score for Canada with a total of 286 out of a possible 300. His teammates were W.H.Boyd (the acting inspector of automobiles) and Provincial Constables W.B.Elliott, H.J.Foxton, and T.Pearson. The following year, the team won the Dominion championship, although Foxton had left the force and Pearson no longer competed. Their places had been taken by Provincial Constables D.H.Darby and W.H.Clark.

The provincials continued to do well at the new Provincial and Municipal Police Training School under the direction of McRuer. The inspector of training at the school, Robert Alexander of the Toronto Police Force, wrote to General Williams in December, 1936, advising him that members of the provincial force were consistently at the head of class. At the most recent session, Provincial Constables F.R. Jarvis and W.H. Kennedy had attained marks of 309 and 308 respectively out of a possible 310.

By 1936, the first real signs of economic recovery were to be seen in many parts of the province. In the northern woods, the government had opened the forests to anyone who was willing to cut pulpwood. The number of operators increased, and the number of men employed had doubled since 1934. The mills had not yet recovered, despite a revived demand from the United States, for American mills were processing the Canadian pulpwood. Gold production was once again on the increase and the trend would continue over the next few years. More of the unemployed left the relief rolls, but not all by any means. Between five hundred and six hundred jobless men gathered in Fort Frances, hoping to find work in the bush camps. The situation became tense when a demonstration was held in front of the town hall, and demands were made for food and accommodation; although the community provided what food it could, there was never enough. The provincial police



*Uniforms of blue and khaki. The Provincial Police at Kitchener. (Mrs. J.A. Stringer)*

were called to assist the local authorities when further trouble was anticipated.

South of the border, the Congress of Industrial Organizations had been forming labour unions in the northern industrial cities and was seen as a potential danger to the economic health of Ontario. Although not attributed to the CIO, some industrial unrest during 1936 had alarmed the authorities sufficiently to warrant a close scrutiny of CIO methods. The provincial police were involved that year when nearly 1,800 workers of the Courtlands (Canada) Silk Mills at Cornwall walked out on August 11. Mass picketing soon resulted in an urgent plea from the mayor for provincial help, and a staff inspector, with two inspectors, two sergeants, and fifty-nine provincial constables were assigned by the provincial police force. While violence was minimal, there were, nevertheless, a number of arrests made on charges of assault, obstruction, and intimidation. In Wallaceburg, a strike was called at the Dominion Glass Company, and provincial constables were again needed and assigned.

On March 1, 1937, the Amalgamated Association of Iron, Steel and Tin Workers Union called a sit-down strike at the Holmes Foundry in Point Edward. The strikers, who were demanding an eight-hour, five-dollar work day, barricaded themselves in the plant and defied all pleas to desist and return to work. They were sup-

ported by mass pickets made up from nearly one hundred Point Edward longshoremen and strikers' wives carrying placards. When Chief Constable Gilbert Hummell tried to talk to the picketers, he was attacked by the women, and tension increased. Finally, when the seventy workers inside the plant defied orders to vacate and ignored summonses issued under the Petty Trespass Act, the court issued bench warrants, and plans were made to effect arrests.

A large number of non-striking workers, angry at being deprived of their livelihood, gathered and made an assault on the foundry to dislodge the strikers. The attackers forced their way inside the building after gaining the roof, where they were met by strikers wielding iron bars, and after a wild battle, were finally able to overcome and evict the unionists, who were then arrested by waiting police. Although no loss of life was recorded, a number of persons on both sides were seriously injured. Feelings in the community continued to run high, especially after fifty-seven of those arrested were convicted by the court, and a detachment of twenty-six provincial constables under a staff inspector was dispatched to Point Edward until tempers had cooled.

## 9

The CIO invasion of Ontario began quietly in early 1937 when organizers began recruiting union members among workers in the timber and mining industries in the north and among factory workers throughout the province. The prime target was one of the largest employers, General Motors, whose plant at Oshawa had nearly four thousand workers, and it was here that the American organization sent one of its most determined labour organizers, Hugh Thompson of Detroit. The United Automobile Workers had successfully fought for and won the exclusive right to represent employees of the great automobile manufacturers in the United States and now set their sights on Canada.

They had chosen a company whose workers were already organized into a union of plant employees represented by a workers' committee which negotiated with the company for the membership. Until the influx of "foreign agitators," the system had apparently worked well enough, and the company refused to deal with any union representatives who were not employees of the company—specifically, Thompson. The UAW had managed to enrol a large number of those employed in the Oshawa plant and



sought a labour contract similar to those agreed upon south of the border, threatening a strike if no negotiations were forthcoming. The government of the province, struggling successfully to recover from the depression, saw a strike as a real set-back, and the Department of Labour sent a mediator, Ontario Industrial Standards officer Louis Fine, to Oshawa to meet with both sides in the dispute. The company head, Colonel R.S. McLaughlin, was cruising aboard the *Queen of Bermuda*; in his absence the GM plant manager declared that the UAW would never be granted exclusive bargaining rights with General Motors in Canada. Anticipating a work stoppage, the company began removing its inventory of new cars from the plant, and automobiles streamed along the highway to Toronto at the rate of seventy-five each hour. During the night of March 31, 1937, a thousand vehicles were driven away to be stored at the Canadian National Exhibition grounds in Toronto. The head office staff worked throughout the night.

On the morning of April 8, the plant manager was turned back by pickets at the main gate; the strike had been called by workers seeking an eight-hour, five-dollar day, with time-and-a-half for overtime. Some concern must certainly have been felt in Oshawa, which stood to lose as much as \$50,000 each day in wages, but there was nevertheless a holiday atmosphere in the community as the workers looked forward to a brief spring respite. The union leaders had assured all that the strike would be a peaceful one.

In Toronto, Hepburn was enraged. Rejecting "the doctrine and dictation of John L. Lewis and his American-bred C.I.O."<sup>11</sup> which, he maintained, would ultimately mean the disruption of other industries and would cripple Ontario's recovery and the provincial export trade, he threw the support of his government behind the management of General Motors. Ordering Commissioner Williams to muster all available provincial police in Toronto in the event that they would be needed in Oshawa, he also directed that the aid of the Toronto Police Force be solicited. Inspector John Miller's request to Chief Constable Draper was answered by the refusal of the Toronto Police Commission to commit Toronto constables outside the city.<sup>12</sup> Premier Hepburn then contacted the Minister of Justice in Ottawa for dominion police reinforcements, in the belief that trouble in Oshawa was imminent. The federal minister, Mr. Lapointe, promptly ordered seventy RCMP officers to Toronto on the first available train, to be followed the same evening by a further thirty men with their horses. The premier ordered the immediate closing of all liquor stores and beverage



rooms in Oshawa for the duration of the strike at the request of the mayor and chief of police; provincial police officers from the Criminal Investigation Branch were ordered to that city to keep a close eye on developments, and Inspector Gurnett and George Mackay, then a sergeant, shared the duty.

The provincial police came from far and wide to be quartered at the Ford Hotel on Bay Street in Toronto, and daily training in crowd and riot control was commenced at the University Avenue Armouries under Staff Inspector Doyle. Premier Hepburn was determined to defeat the CIO in its attempt to dominate Ontario labour and promised to raise an army, if necessary, to do so. In Oshawa, Sergeant Mackay succeeded in enlisting the services of an informer who, for a fee of \$12.50 per week, reported on activities and developments in the strikers' camp. On April 13, Mackay's daily report to the acting chief inspector advised that all press releases made by the union leader, Thompson, were being prepared under the guidance of J.L.Cohen, a Toronto solicitor for the Communist Party of Canada.

By the end of the first week, the strike had affected nearly three hundred other plants which were suppliers to GM, and thousands of workers across Canada were expected to lose their jobs as a result. The companies affected included Ontario Steel Products, Goodyear Tire and Rubber, the Steel Company of Canada, Canadian Industries Limited, and Canadian Raybestos. The government, too, was feeling the effects, and dissension in Hepburn's cabinet culminated in the resignations demanded of David S.Croll, the labour minister, and the attorney general, Arthur W.Roebeck, who was replaced by Paul Leduc. The premier, angered by the lack of support for his response to the Oshawa dispute by the two ministers, was convinced that a show of force was the answer to the CIO. Intelligence from Commissioner Williams that widespread disturbances were planned across the province to force deployment of police away from Oshawa moved Hepburn to announce his intention of marshalling an additional 250 police to reinforce the provincials standing by in Toronto. An Order-in-Council was rushed through on April 13, 1937, amending the regulations governing the Ontario Provincial Police Force to provide for the appointment by the commissioner of special constables. Recruiting began at once, and some two hundred men from across Ontario were sworn in and sent to Toronto to be billeted in private homes and to parade daily at the armouries for training under the direction of Staff Inspectors Moss and Doyle of the provincial police.

Drawn mostly from veterans' organizations and in some cases from university student bodies, the specials were provided with uniforms and paid twenty-five dollars a week. The Liberal member for Toronto-St. Patrick, Colonel Frederick Fraser Hunter, was commissioned by the government to assist General Williams in raising and commanding the special provincial police unit.

On April 15, the premier again contacted Ottawa seeking an additional detachment of mounted police, but this time he was refused by the federal cabinet. Offended, Hepburn told Ottawa to take back their RCMP from Toronto and declared that the province would look after its own law enforcement. He immediately ordered the recruitment of another two hundred special constables.

Mayor Alex Hall in Oshawa was alarmed by the actions of the provincial government, fearing the upset of the so-far peaceable situation in his city. He declared that, for the time being at least, neither he nor his chief constable, Owen Friend, wanted any outside help and felt that the local constabulary was adequately handling the strike. The raising of the special provincial police unit was praised by Hepburn's supporters; The Eglinton Hunt Club offered sixty horses for the special force to use, while many farmers volunteered their own steeds. On the other hand, the new provincial force was being referred to as "Hepburn's Hussars" and the "Sons of Mitches" by the premier's detractors who resented or feared Hepburn's militant posture.<sup>13</sup>

By April 20, a break in the strike appeared certain when some twelve hundred workers sent a delegation to provincial authorities seeking an end to the dispute. On April 23, the strike was over, as the workers voted overwhelmingly to return, and the huge plant once again was the scene of great activity.

Hepburn's private army was never called into the dispute, and the regular provincial constables were sent back to their detachments. The specials, however, were to remain part of the Ontario Provincial Police Reserve, to be called out in times of emergency. Before the men were returned to their own communities, they each entered into an agreement with the province to report to their respective provincial police district inspectors from time to time, for which they would be paid \$100 per year. For the period of "the emergency," the reserve force had cost the province more than \$86,000 in salaries alone.<sup>14</sup>

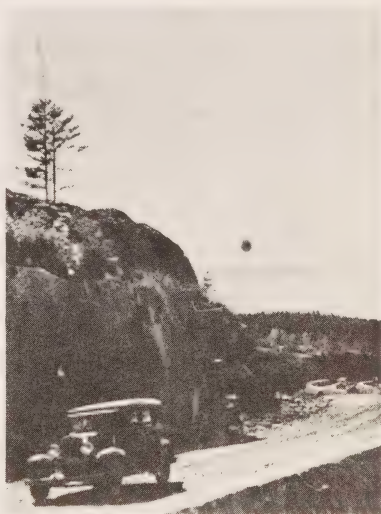
## 10

The Department of Highways took over the provincial highways north of the Severn River from the Department of Northern Development in the spring of 1937. They found roads that suffered much from the frost, especially in the spring and fall months, and although the task of improvement was tackled with great vigour, travellers in the northern part of the province found difficult going. Provincial Constable H.S. Gall was stationed in Timmins and, setting out for holidays in September by car, found the highway between South Porcupine and Porquis Junction so bad that the Department of Highways had four teams of horses standing by to pull the cars through one particular section.

In 1937, the white trillium was adopted as the official floral emblem of the Province of Ontario, an Act of the legislature that seemed to herald better times. Appointments to the provincial police regular force reached almost unheard of numbers when sixty-six new provincial constables were named, and the Motorcycle Patrol was increased to 105 members. Death claimed another member of the patrol when Barlett Smith, a provincial constable,



Northern travel. W. Gilling and a snowmobile at New Liskeard in 1937. (W. Gilling)



Northern highways. The Trans-Canada Highway between Rossport and Nipigon. (Ontario Archives, S. 14327)



was killed while on duty on December 22, and on January 21, 1938, Provincial Constable Robert D.W. Edington of the Warren Detachment died of injuries he received while on duty.

Shortly before midnight on February 8, 1938, Provincial Constable Donald C. Shervill patrolled to the Orchard Beach area some six miles east of Hamilton to check cottages there. Parking his car with the lights turned off, he began a quiet patrol, but as he was passing the first cottage, he bumped into a man whom he immediately challenged. The only response was gunfire; Shervill was hit in the abdomen, and the stranger fled. The constable was able to make his way back to the car and drive as far as the highway, where he gave the alarm. Shervill was an experienced officer, having served with the provincial force since 1928, and was stationed at No.3 District headquarters at Hamilton. Hospitalized for his wound, Shervill was able to give investigators an account of the shooting, but did not survive to identify his assailant. He died seven days later. It was not until October, 1939, that the killer was found through the efforts of Inspector Ward of the CIB and Provincial Constable D. Green of the Hamilton headquarters. George Henry King, an inmate in Kingston Penitentiary, confessed to the shooting and was charged with murder. At his trial, he was sentenced to hang, but the sentence was commuted to life imprisonment.

John Miller retired on April 23, 1938, at the age of seventy. He had served with the CIB for his entire thirty-one years with the provincial police and from the time of Stringer's departure in 1934, had directed the branch as acting chief inspector. His place was taken by A.B. Boyd.

On July 24, 1938, Provincial Constable E.A. Shepard of Kirkland Lake was killed in an accident while on duty. The following year, the twelfth member of the provincial police to lose his life in the performance of his duty was Provincial Constable F.R. Blucher of the Motorcycle Patrol at Port Credit, who died of injuries on September 30.

For economic reasons, the attorney general directed on January 25, 1939, that married men would no longer be accepted for appointment to the Ontario Provincial Police. He further decreed that if any officer married after becoming a member of the force, that officer would be required to personally bear any additional expenses, other than those allowed for single men, should he be transferred.<sup>15</sup>

The long-established transfer policy, first ordered by Commis-



sioner Williams in 1922 and reiterated by the attorney general of the day in 1928, was a continual source of personal inconvenience and disruption for many. There was a general resistance to regular transfers by officers who would have preferred to settle down in a desirable community, or avoid a posting to a less-than-attractive location, and some officers would go to almost any lengths to prevail. Appeals to members of the legislature were seen by many as being particularly effective, and political influence was brought to bear on more than one occasion. Within the force, the organization was occasionally referred to unkindly as the Ontario Political Police, but the great majority resented and opposed such influence. Other pressures that might be applied were sought, and by 1939, external influence had reached such proportions that the attorney general finally put his foot down:

Toronto, July 17, 1939.

To:

Major-General V.A.S. Williams, C.M.G.  
Commissioner, Ontario Provincial Police.

Since your recommendation dated June 23rd, 1939, and approved by me for redistribution of Provincial Police and transfers to be made effective as of August 1, 1939, I have received several letters and representations have been made to me in person by many regarding the matter. I have discussed some of these representations with you and as I now find it is impossible to consider these details I am leaving it for you and your staff to deal with them subject to the following observations:-

1. I am under the very definite impression that some of these representations have been inspired by officers who, for domestic or personal reasons, prefer not to be transferred.

Such conduct on the part of an officer is highly improper and if you find that any officer has so conducted himself he should be severely disciplined if not, in fact, dismissed from the Force.

2. Representations on behalf of municipalities where officers have been stationed in the past but where, under your scheme of redistribution, an officer will not be stationed in the future

are in many cases, in my opinion promoted by the hope and expectation that our officers would perform police duties in the municipalities, thus relieving them from responsibility. I have repeatedly instructed you in the past and have stated publicly that we cannot undertake police duties in cities, towns, or villages which are responsible for their own policing.

If you find that a municipality is taking advantage of a provincial officer located therein to evade its own policing responsibility you should move such officer from that municipality forthwith.

3. The Provincial Police should be a mobile Force. Several of the objections to transfers which have come to my attention have been based upon the fact that the officer has a wife and family and that it would be inconvenient and perhaps interfere with the schooling or other arrangements for the family. Such reasons or objections must not prevail. We cannot run our police force on the basis of the convenience to constables or their families.

I have previously instructed that only unmarried men would be taken on the Force with a view to avoiding exactly the situation that now develops and the reasons which are now advanced for not transferring certain men. I realize that my former ruling may have been rather unfair to married men. That ruling, therefore, will be altered to the extent that hereafter every man taken on the Force must bear all the expense of transfer and moving over and above what it would cost the Province to move him as an unmarried man. Furthermore, he must understand that he is subject to transfer at any time.

4. My experience since June 23rd has convinced me that it would be in the best interests of the Force and of the administration of justice if all our men were moved at least every five years. You will, therefore, please keep this in mind and arrange in future for transfers by rotation so that a certain number will be transferred each year, thus covering the whole Force at least every five years.

5. In advising the various counties as to the distribution of Provincial Police I stated that the Acting High Constable who in practically every case is a Provincial Officer, will be located in the County Town, and expressed the hope that office accommodation and a telephone would be furnished for him by the county. If any County does not comply with this request it will not be necessary for you to locate an officer in the County town, but you will station your men on the basis of considerations other than the desirability of locating an officer in a county town.
6. Interference with the Provincial Police from whatever source must be guarded against at all times and with every possible means because, if effective, it would impair if not in fact destroy the discipline and efficiency of the Force. The representations that have been made to me regarding redistribution and transfers have not been directed towards improvement of the Force or betterment of law enforcement. On the contrary, they have been based upon local, personal, or domestic considerations. You and your staff will, therefore, deal with these and, in fact, all matters affecting the Force entirely from the standpoint of what is best for law enforcement and the administration of justice.

I am handing you herewith all of the correspondence that has come to me since June 23, 1939, with reference to redistribution and transfers of our police, for you and your staff to deal with as you see fit, having in mind my observations as herein set out.

G.D.Conant  
Attorney General<sup>16</sup>

## 11

As the clouds of war once again seemed to darken the skies over Europe, Canada was happily travelling the road back to some degree of prosperity. While unemployment still haunted the nation, the welfare rolls were slowly but surely being reduced. Public works had played a considerable part in the recovery, with



*The Opening of the Ivy Lea Bridge, 1938. Commissioner Williams, left, with District Inspector Palmer.*



*The Queen Elizabeth Way. The interchange at Port Credit in 1940. (Ontario Ministry of Transportation and Communications)*



new highways to bear the increasing number of new automobiles being turned out in the once-more-thriving factories. Near Gananoque, a fine new bridge across the St. Lawrence River at the Thousand Islands had been erected as a joint Canadian-American undertaking. Linking Ontario with the state of New York, the latest crossing of the friendly border was opened with great fanfare and ceremony on August 18, 1938. William Lyon Mackenzie King, Prime Minister of Canada, was there with the President of the United States, Franklin D. Roosevelt. The Ontario Provincial Police shared the security arrangements for such Very Important Persons with the federal force and provided a uniformed detail as well. The commissioner attended splendidly attired in striped trousers, cutaway coat, and top hat and accompanied by the district inspector, A.H. Palmer, who wore his summer khaki uniform.

In May 1939, Their Majesties King George VI and Queen Elizabeth sailed for Canada for the first Royal Visit of a reigning monarch. They travelled across the land by special train and were greeted by wildly enthusiastic crowds wherever they went. During their time in Ontario, when the provincials were once again assigned to their security tasks, the Queen officially opened the new fourlane highway from Toronto to Hamilton. It was named the Queen Elizabeth Way.



*Commissioner W.H. Stringer, OBE.*

## *Policeman Commissioner*

It had been in vain after all. The millions of young men who had laid down their lives in the great war to end wars had done so for a dream that was not to be. On September 3, 1939, Great Britain declared war on her enemy of only twenty-one years before, when a new Germany invaded her neighbours, and the lights began to go out across Europe. It was to be a long, bitter struggle, despite the rumours that it would be all over by Christmas. Canada was slower to respond this time to the call of King and Empire, and the government in Ottawa waited until September 10 to declare for Britain and her allies. Ontario, critical of the delay, had already set the provincial war machine in motion. On the day that Britain went to war, William H. Stringer, who had been banished to the Fire Marshal's office three years before, was recalled by the government and appointed the Commissioner of Police for Ontario. Still a young and vigorous man of fifty-three, Stringer replaced the aging General Williams, who had celebrated his seventy-second birthday in June. The general, who had been serving as a temporary appointee since the summer of 1937, was to remain with the provincial police in an advisory capacity until the end of the year.

William Holebrook Stringer was born in the County of Dublin in Ireland on July 9, 1886, and had emigrated to Ontario in 1903 as a seventeen-year-old lad. He lived for a time with family friends in Huron County and in Powassan before heading west with another young man in the spring of 1909, seeking land near Fort Saskatchewan. After staking out his 160-acre claim and paying his ten dollar settlement fee, Stringer changed his mind and went on to Edmonton. He returned to Ontario in the fall, joined the Toronto Police Force in October, and was assigned to No. 2 Police Station under Inspector Alfred Cuddy. In 1910, Stringer resigned from the city force to join the newly organized Ontario Provincial Police on August 23 and was posted to Fort William as a provin-

cial constable. In 1915, he was transferred to Sarnia, where he remained until 1920, when he was promoted to the rank of inspector of criminal investigation in Toronto. From that time, Stringer had been involved in many celebrated cases and was probably one of the best known criminal investigators in Ontario.

Commissioner Stringer, the first policeman commissioner to head the provincial police, assumed command of a force which numbered 379 uniformed and civilian members at the outbreak of the war. Almost immediately, a large number of the men who had been associated with the provincial police reserve since 1937—Hepburn's "private army"—were recalled to service and along with several hundred war veterans newly recruited, were assigned to guard hydro-electric facilities across the province. By September 6, even before the nation had entered the war, every hydro installation was under the guard of 150 provincial special constables of the reserve and 654 veterans who made up the Veterans' Guard. In addition, the provincial government ordered four aircraft of the Ontario Flying Service from Sault Ste. Marie to Toronto to provide service to the provincial police anti-sabotage endeavours, and to fly patrols over the Niagara district hydro installations.

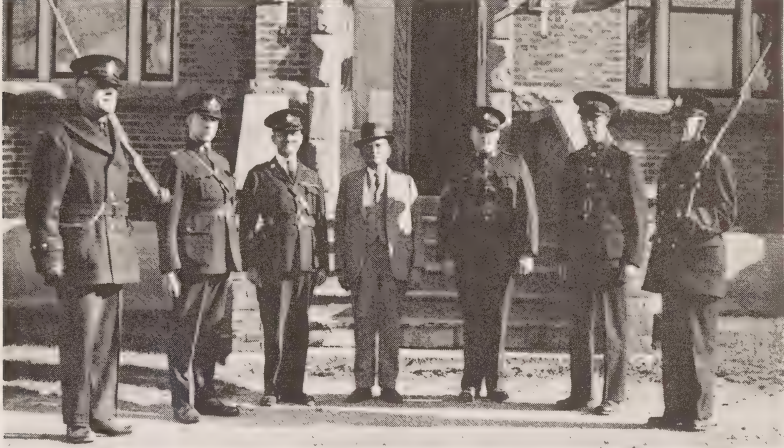
The danger of sabotage had been anticipated by provincial authorities as early as April, 1939, and the provincial police had joined with the Hydro Electric Power Commission to prepare a plan in the event of war. When conflict was imminent, the first of the ex-servicemen were provided by the National Veterans Security Committee on August 28 to form the Veterans' Guard. To command the new unit at Niagara, District Inspector Airey was detached from No. 4 District and temporarily replaced at Niagara Falls by Acting District Inspector W.A. Scott. The provincial special constables called up with the reserve were provided with the regular navy blue provincial police uniforms, while the Veterans' Guard were issued police boots and trousers, navy windbreakers, and blue pea jackets with brass buttons. A fur-trimmed winter hat completed the dress. The ex-servicemen were also armed with shotguns.

On November 1, 1939, as a result of a federal-provincial agreement, the provincial police handed over the responsibility for guarding hydro properties to the RCMP. Within two weeks, however, hydro officials appealed to the province to reverse the move, claiming that the federal force had made the guards into little better than watchmen and complained about the adequacy of the security provided. Commissioner Stringer was ordered by the



attorney general to investigate and his report was highly critical of what he saw. Attorney General Conant, after a quick inspection, concurred and advised the federal Minister of Justice that the province would resume the duty. Uniforms were re-issued to the veterans, and their shotguns, which had been replaced by billies by the federal police, were returned to them.

By the end of November, the security of the installations was once again considered adequate and effective by Conant, and the Veterans' Guard were to serve at every hydro facility in Ontario



*Veterans' Guard and their Provincial Police colleagues at the DePew Falls Power House, November, 1939. (C.F. Airey)*



*Officers of the Provincial Police Reserve at the Training School, 1939.*

until mid-1940, when the Department of National Defence relieved them at many locations. The greatest strength of the Veterans' Guard was reached at the end of November, 1939, when 737 men were employed. After that date, the numbers were gradually reduced as improved barricades, floodlights, and other equipment became available.

Other officers of the reserve called up at the outbreak of war were given additional training at a force training school established at 86 Queen's Park, then assigned to the police districts for regular duties. The temporary school was closed down in February, 1940. Provincial Special Constable Allan Campbell, a reservist and not considered a regular member of the provincial police, was sent to Kenora, then alone to remote Favourable Lake, which was accessible only by aircraft flying in from Manitoba. Campbell was not to be classed a regular until January 1, 1941, when he, with twenty-four other specials, was appointed a provincial constable.

## 2

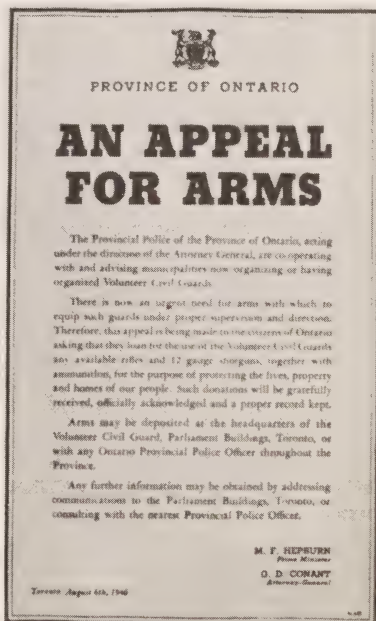
Shortly after William Stringer had been appointed commissioner, the usual rumours began to circulate regarding planned changes in the senior ranks of the provincial police, and there was some speculation in the press that an outsider would again be appointed to a high position. The attorney general and the commissioner both denied the contention of one newspaper that Lew Williams, a detective with the Toronto Police, would be named as the successor to A.B. Boyd, who was expected to retire shortly. When Boyd did retire, it was not until the following spring, and his place as acting chief inspector of the CIB was taken by Inspector Albert H. Ward. The newspaper intelligence had been uncannily close to the mark however; that same month, Herbert Stewart McCready, a sergeant of detectives with the Toronto Police Force, was appointed Deputy Commissioner of Police for Ontario by Conant, who cited the expansion of the provincial force that had taken place since the outbreak of war as the reason for the appointment. From the outset, it was apparent that McCready was a "hostilities only" man; his appointment was a temporary one, and he was given responsibility for force functions and operations of a wartime nature. Assigned to the Criminal Investigation Branch, he assumed charge of the Special Branch, a new wing of the CIB established in September, 1939, for anti-sabotage duties and to combat subversive

activities. The CIB was staffed in 1940 by Senior Inspector A.H. Ward, Inspectors E.C. Gurnett, E.D.L. Hammond, W.H. Loughheed, H. Noakes, A.H. Palmer, G. Mackay, and A.S. Wilson. Also on staff were Provincial Constables W.J. Franks and Edward F. Wright, and ten special agents who, with Inspector Wilson, made up the Special Branch. Wright had first been appointed as a clerk in the CIB office and in 1940, was appointed a provincial constable and put in charge of the photography and fingerprint work of the branch.

To further protect Ontario from any enemy action, a Civilian Defence Committee was established by the province in 1940 in cooperation with the federal government and was intended to set up Air Raid Precaution (ARP) procedures. The committee was chaired by Attorney General Gordon D. Conant, KC, and included Deputy Commissioner McCready as vice chairman and director of police services. One object of the committee was to create a volunteer civilian organization to support and assist the civil police in protecting lives and property and combatting any subversive developments. Municipalities were invited to raise volunteer units to be trained, supervised, and eventually armed by provincial authori-



Deputy Commissioner H.S. McCready.



An appeal for arms.



ties. Thus, the Volunteer Civil Guard came into being, and within a few months, the strength of the organization numbered nearly forty thousand persons mustered in two hundred separate units in various municipalities. Although the guards were provided only with blue armbands, lettered "Volunteer Civil Guard" in red, the commissioner of the provincial police reported in 1940 that "at some inspections, the rank and file turned out in uniforms purchased by themselves, and in many instances provided their own bands."<sup>1</sup> The volunteer officers commanding the Guard were made honorary members of the Ontario Provincial Police Reserve, and the Volunteer Civil Guard was seen as an auxiliary of the provincial police. To provide the volunteers with weapons, the Province of Ontario appealed publicly on August 6, 1940, for the loan of rifles and 12-gauge shotguns.

In addition to the mobilization of the provincial police reserve, the creation of the Veterans' Guard, and the organization of the Volunteer Civil Guard, the province next decided to raise a new provincial police auxiliary force. In September, 1940, the Ontario Volunteer Constabulary was organized under the direction of a volunteer superintendent, A.Q.C. O'Brien, to coincide with the twelve districts of the Ontario Provincial Police and was intended eventually to maintain an establishment of one thousand men. By the end of 1940, a quarter of that number had already been accepted



*Ontario Volunteer Constabulary. An inspection by Staff Inspector Moss.*



and were undergoing training in the five districts so far organized. The headquarters office was established in the Parliament Buildings in Toronto, and although O'Brien resigned as superintendent on August 4, 1941, the corps continued to develop, and on November 23, Commissioner Stringer made a general inspection in Toronto of representatives of the seven districts organized. By the end of the following year, the strength of the OVC had reached 678, and a full headquarters staff had been developed. The commanding officer was Superintendent J. Hunter, and his second-in-command and deputy superintendent was I.F. Wismer, D.C.M., C. de G. Captains R.P. Rupert and W.B. Hambly, with Lieutenants R.T. Walker, H.A. Hodgins, and A.C. Morrison made up the headquarters team, while J. Reid was the regimental sergeant major. The inspectors in each district were J.E. Griffith, C.F. Handley, L.M. Glazier, J.M. Henderson, A.H. Cameron, H.C. Seldon, T. Delaney, and Austin Neame.

Each member of the OVC was required to provide his own uniform of blue tunic, khaki breeches, high leather boots, Sam Browne belt, and blue side-cap at the cost of sixty-eight dollars, and all were to serve without pay. In keeping with the policy of the government of not enrolling men of military age, a minimum age of thirty-five years was applied to all volunteers. The OVC also established a mobile column, an emergency-oriented squad for service under the Civilian Defence Committee.

### 3

Unlike the policy which prevailed during the Great War, the province was pleased to grant a leave of absence to any member of the provincial police who wished to enlist in 1939. The response from force members was less than might have been expected at a time when so many other young men were flocking to the recruiting offices across the country. The first of the force to go was C.P. McCarthy, a clerk of headquarters in Toronto, who enlisted with the Ontario Tank Regiment on September 19, 1939, to be followed in October by Provincial Constable A.A. Stark, who accepted a lieutenant's commission with the Stormont, Dundas and Glengarry Highlanders. Area Inspector Jerome of the Motorcycle Patrol, W.H. Boyd, and Provincial Constable J.M. Hackl also left the force on leave that fall to enlist with the Royal Canadian Air Force. Boyd was replaced as inspector of automobiles by Edward

T. Hales, a chauffeur of the Police Garage, who assumed the post in an acting capacity. The rate of enlistment accelerated during 1940 when a further twenty-six members departed to serve with the armed forces. Leave was denied, however, to others who wished to take up arms; the provincial special constables of the reserve, even though serving full-time, had been advised when they were called up at the start of the war that their services as police would not be required if they had any intentions of enlisting. When Provincial Constable Campbell at Favourable Lake requested leave to enlist, the commissioner sought advice from Civil Service Commissioner C.J. Foster, who replied:

... there is no express provision to reemploy those who were not on permanent staff prior to the outbreak of war, but naturally we shall make every effort to reinstate those who volunteer for active service.<sup>2</sup>

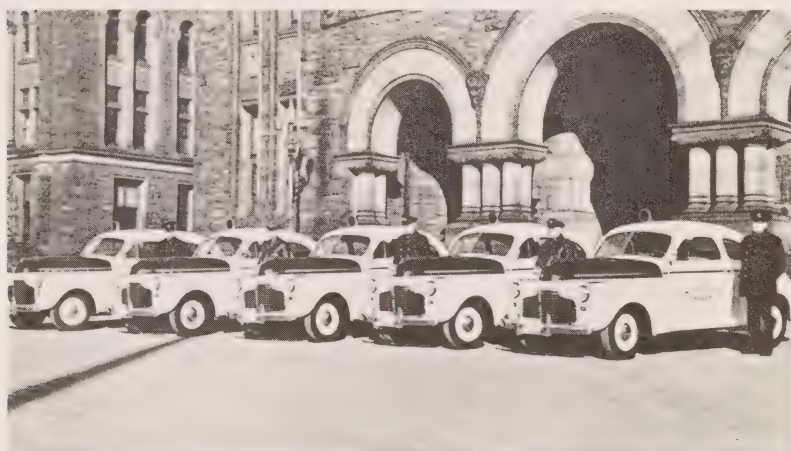
While prepared to permit trained and experienced provincial policemen to enlist in the services, the government at first had no intention of allowing their replacement by other men of military age who were eligible and suitable for armed forces enlistment. The provincial police force was not to be a haven for those who wished to avoid overseas service. It was decreed that provincial constables would be appointed only from the already employed ranks of provincial special constables or Veterans' Guard; should the reserve of special constables fall below strength, then men not otherwise suitable for military service would be appointed as special constables. An exception to this policy was made with respect to the Motorcycle Patrol, which required men of a high degree of physical fitness; when a member of the MCP enlisted, he was to be replaced by a suitable and fit young man who would otherwise be considered acceptable for military service.

#### 4

On January 1, 1940, the Motorcycle Patrol ceased to exist as a separate, autonomous unit within the provincial police force, and members of the patrol came under the direction of the district inspectors. As his reasons for the change Commissioner Stringer cited a lack of adequate supervision of the motorcycle officers, and a lack of cooperation between the traffic men and their blue-clad



*The first "Marked" Provincial Police cars. left to right: D.H. Darby; J. Kay; H.W. Howell; A. Witts; S. Hunter.*



*Patrol cars to replace motorcycles. (C.F. Airey)*

colleagues, the detachment constables, a situation he deemed "injurious to the prestige of the Force."<sup>3</sup> The area inspectors of the patrol, Sidney Hunter and Trevor Lucas, were reclassified as sergeants, and Provincial Constables H.W. Howell, John Kay, and D.H. Darby were promoted to the new rank of patrol sergeant.



The five sergeants, who were to assist the district inspectors in the southern part of the province to administer the patrol, were provided with the first "marked" provincial police cars in Ontario. White coupes with black fenders, bearing the lettering "Ontario Provincial Police Highway Patrol" on the doors, the cars were an impressive addition to the force fleet of motor vehicles. The automobiles assigned to regular police duties in district headquarters and detachments remained unmarked in any distinguishable way as police cars.

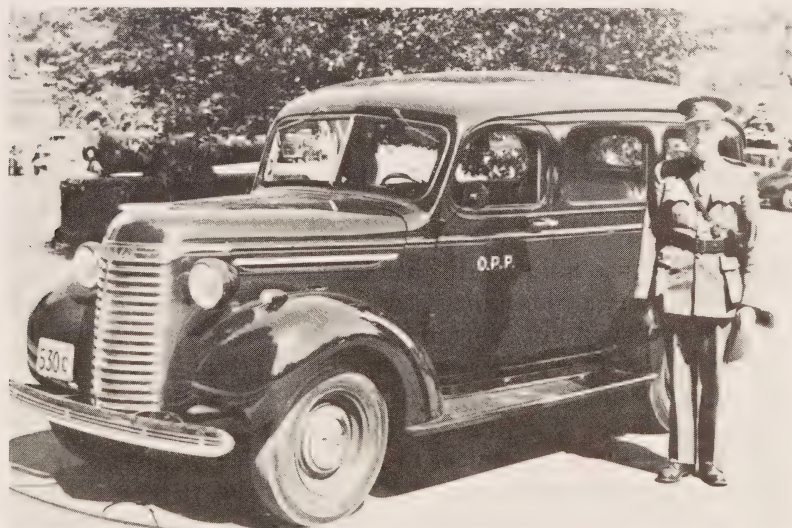
The assimilation of the Motorcycle Patrol into the regular force was a sad experience for many of the long-service traffic officers who had come to think affectionately of their inspector-in-charge as "Daddy" Grant and who saw the change as a diminution of his status. They were not mistaken. Although Grant had been promoted to staff inspector in 1937, he had been given only a small increase in his salary and by 1940, was still receiving considerably less than others in the rank. The organizational change left him without any clearly defined position within the force hierarchy, and it is believed that his services were shared then by the Fire Marshal's office. Certainly the payroll records of his salary for the provincial police duties he did retain suggest that he spent more time away from than at police headquarters. Finally, in 1946, J.A. Grant left the force entirely to continue his Fire Marshal duties. The Police Orders of May 10, 1946, made his departure known to his colleagues, many of whom thought he had been shabbily treated:

Staff Inspector J.A. Grant, formerly with the Motorcycle Patrol, Ontario Provincial Police, is now performing full-time duty with the Fire Marshal's Office and is, therefore, no longer affiliated with the Ontario Provincial Police, effective 1st January 1946.<sup>4</sup>

An even greater change was in store for the traffic officers in 1940 than the loss of their beloved leader; the decision had been made to gradually replace all motorcycles with automobiles. Commissioner Stringer visited neighbouring police jurisdictions in the United States where a similar concern for the safety of highway patrol officers had resulted in the replacement of two-wheeled machines by patrol cars, and had recommended the change to his provincial government. By the end of 1940, Ontario had nearly three quarters of a million registered motor vehicles, and the highway patrol of 121 men patrolled 4,450 miles of the King's High-



ways in the southern part of the province, while the Northern Motorcycle Patrol looked after an additional 2,818 miles. The northern officers, who had been under the direction of district inspectors since 1928, were also to see the phasing-out of their motorcycles in favour of patrol cars. The new vehicles came into service in Ontario early in 1941 with the purchase of forty-five new Chevrolet coupes from General Motors. The cars were white with black hoods and equipped with first aid kits, fire axes, fire extinguishers, safety flares, flasher lights, and innovative "Police Stop" lights on the right front fenders. On the doors, in black, were the words "Ontario Provincial Police." By year end, the highway patrol had been equipped with a total of fifty-one coupes and coaches to replace motorcycles, in addition to the five cars of the patrol sergeants. The full changeover took more than two years to complete, but by the end of 1942, the Ontario Provincial Police could boast an impressive fleet of ninety-one white patrol cars, seventy unmarked automobiles, two station wagons, and a service truck. The commissioner was able to report that year that there had not been a single fatal or even serious accident to any member of the highway patrol since the replacement of motorcycles by automobiles. This was a significant improvement in working conditions that, to some degree, offset the regrets felt by some officers at the loss of their motorcycles and the relative freedom from



*Provincial Police station wagon, 1940.*

supervision that had previously prevailed. In 1940, before the change to automobiles, Provincial Constable A.J. Ferguson, the Motorcycle Patrol officer at Hawkesbury, had died on May 13 of injuries received when thrown from his motorcycle while patrolling near Vankleek Hill, and on July 2, a similar accident on the Queen Elizabeth Way claimed the life of Provincial Constable D.L. Pickell of Mimico. Eight motorcycle officers had died in accidents while on patrol duties and many more had suffered serious injuries.

Other changes in the force which occurred during the first years of the war included the creation of another new rank. On December 1, 1940, four provincial constables were promoted to corporals: H.O. Finger, C.N.C. Smail, A. McDougall, and F.C. Kelly. In 1941, a further six corporals were appointed, and by the end of 1942, twelve members of the force were serving in the rank. Changes in equipment included the issue of 30-30 calibre Winchester carbines and Thompson submachine guns to each district headquarters. Each officer was provided with a 12-gauge, riot-type shotgun in addition to his .38 calibre revolver. Some new buildings were erected for the use of provincial police detachments in some of the remote areas where no alternative accommodation was available. At Favourable Lake, where the only available quarters for a detachment office and lodging for the provincial constable had been in a mining company bunkhouse, the Berens River Mine Company erected a new building in December, 1939. At Wawa, the Helen Iron Mine, as an inducement to keep a provincial constable there, built a frame structure containing living quarters and a police office and cells; similar buildings were erected in the District of Patricia at Red lake, Pickle Lake, and Uchi Lake for the provincial police detachments. In the more settled part of the province, the provincials had to make do with whatever office accommodations could be provided for them, usually rooms in town hall or courthouse basements, factory offices, or wherever accommodations existed that, in many cases, no one else wanted.

## 5

Premier Hepburn, who continually feuded with the prime minister in Ottawa, lost no opportunity to accuse the federal government of what he perceived as inadequacies in the nation's conduct of the war. When a number of disgruntled servicemen staged a walkout from a training camp near his St. Thomas home on Feb-

ruary 10, 1940, Hepburn demanded some explanation from the Minister of Defence. The minister denied that any walkout had occurred and invited Hepburn to inspect the camp, which had been established in a mental hospital loaned by the province for the duration of the war. The premier refused and to prove his charge, instructed the Commissioner of Police for Ontario to hold a public inquiry into the affair. Stringer, assisted by Deputy Attorney General Cecil Synder, KC, held his one-day hearing on Monday, March 11. It transpired that on Saturday, February 10, some three hundred airmen stationed at the RCAF Training School at St. Thomas had been refused leave passes and in defiance of orders, had marched out of the camp and through the downtown streets of St. Thomas, where they dispersed to enjoy the weekend amenities of the city. The military police were ordered to round up the servicemen, but three days passed before the task had been completed. No violence had occurred, Stringer learned, and no civil police had been involved. Apparently the whole affair was a protest over the lack of passes and the inadequacy of the training being provided. One airman who testified at the hearing declared that he had been sent to the school for advanced training, but had spent three months doing nothing but mop floors.

Stringer's finding that a walkout had indeed occurred confirmed Hepburn's charges, but the whole affair, in retrospect, was of little significance. When the premier rose in the legislature on March 11 to further censure the federal government for its war effort, he launched such an attack on the prime minister's conduct of the nation's business that even his own cabinet was appalled. The provincial secretary, Harry C. Nixon, resigned in protest.

Civilians, too, were often less than satisfied in wartime Ontario and like their brethren in the armed services, were prepared to walk out if conditions of work did not suit them. In 1940 alone, the provincial police were called upon to reinforce and assist municipal police departments with strikes in several locations: at Windsor, strikes at the Chrysler plant threatened violence until forty-six members of the UAW/CIO were arrested and charged, under the Defence of Canada Regulations, with loitering in the vicinity of an essential industry. Transport drivers of Direct Winters and Martin Transport companies left their transports and threatened to destroy company property and equipment in a dispute with employers. A system of convoys was devised to continue the movement of what was considered essential cargo, and a police motorcycle escort was provided. The strikers tried on several occasions to



force trucks off the roads before the dispute was settled.

The authorities in 1940 felt that some labour unrest was communist-orchestrated to disrupt the war effort, and a number of strikes were attributed to subversive causes rather than mere worker discontent. The Canadian Seamen's Union, said by some to be communist-infiltrated, attempted to tie up all Great Lakes shipping and to prevent sailings to Britain from seaports such as Halifax. By calling a strike, the union put 6,500 sailors on the beach and affected 285 vessels. The provincials in Ontario were dispatched by the attorney general to assist police in Prescott, Port Colborne, Goderich, Midland, Port Arthur, and Fort William. At Point Edward, provincial constables joined with the local constabulary in a pitched battle with the strikers.

At the height of the tomato harvest in south-western Ontario in September, 1941, nearly four hundred workers of the Campbell Soup Company at New Toronto went on strike. When the members of the Packing House Workers Union (CIO) walked out, Premier Hepburn appealed to the growers to help in keeping the plant in operation to prevent the loss of the entire tomato crop and the resultant ruin of the farmers. The response was enthusiastic, and more than three hundred volunteers from Kent and Essex Counties came in buses under police escort. To assist the municipality in maintaining the peace during the strike, fifty-five provincial policemen were assigned to strike duty in New Toronto. The dispute was settled amicably, and the crop was saved.

Less peaceful that fall was the miners' strike at Kirkland Lake. On November 18, 1941, the International Mine, Mill and Smelter Workers Union of America (CIO) called a strike of four thousand workers at eight gold mines in the Kirkland Lake area. The Teck Township Police, under Chief Constable R. Pinegar, assisted by a few hurriedly sworn special constables, immediately set up guard over mine explosives magazines and did their best to protect the company properties. Union pickets gathered at each mine gate in great numbers, even up to several hundred, and the situation became overwhelming for the police force as reports of intimidation of non-strikers continued to pour in. Pinegar requested help from union leaders in curtailing such acts, but matters got even worse with the breaking of windows, slashing of tires, and the beatings of some workers. The chief then asked for provincial police help from the reeve, and the message was sent at once to the attorney general, requesting thirty provincial officers.

The government responded immediately and impressively;





*Parade of Provincial Police strength at the gold miners' strike in Kirkland Lake, 1941. (Public Archives of Canada; from the United Steelworkers of America collection)*

within forty-eight hours, there were 183 provincials in Kirkland Lake, including four members of the Ontario Volunteer Constabulary from the Hamilton unit. Led personally by Commissioner Stringer, the men paraded through the downtown streets of Kirkland Lake in a show of strength, but this prompted an emergency meeting of the municipal council, which resulted in a protest being sent to the attorney general for sending so many provincial policemen when only thirty had been requested. The union in its turn organized a parade of union members in response to Stringer's display, and some two thousand marched in a show of union solidarity.

The strikers had established tent camps at strategic locations near each mine; Stringer ordered them dismantled and all materials removed. He limited pickets to six or seven at each main gate only and set up additional security at the hydro-electric transformer station in Kirkland Lake when intelligence indicated an intent to damage the facility. Intimidating tactics by striking miners were appreciably reduced by the police presence, although explosive devices were twice discovered on the doorsteps of non-strikers' homes.

During the strike, the provincial police turned for the first time to the use of radio for police communication. It was an experi-

mental venture that proved useful and evoked recommendations by the commissioner for future consideration. With the cooperation of the Teck Township force, a two-way frequency modulation radio was installed in the Kirkland Lake provincial police detachment car for communication with the township police radio. The provincial police office was also equipped with a radio receiver to monitor the communications.

The strike was settled on February 12, 1942, and the provincial police contingent was withdrawn after more than eleven weeks of strike duty. In Kirkland Lake, twelve men appeared in court on charges of intimidation, and the attorney general sent Clifford R. Magone, KC, from the department in Toronto to serve as special prosecutor. It is, perhaps, significant that the accused strikers were defended by J.L. Cohen of Toronto, who had figured in the General Motors strike in Oshawa in 1937 as a solicitor for the Communist Party of Canada.

Possibly in anticipation of difficulties such as those encountered at Kirkland Lake in maintaining the public peace, provision was made for the requisitioning by civil police of the services of the military. By Order-in-Council of August 7, 1940, the Governor General of Canada provided for the designation by the provincial attorneys general of senior police officials as having the authority to call out the militia in aid of the civil power in emergencies which the police were unable to control.<sup>5</sup>

## 6

Even without the great demands made on provincial police manpower by strikes and other disturbances, the prosecution of the war called for the assumption of duties that added to the workload. Since the Criminal Code had been amended in 1935 to provide for permits for the possession and conveyance of handguns, the provincial police had been the responsible authority for much of the actual work involved in Ontario. Wartime brought greater demands for permits and for increased vigilance by police with respect to aliens, who were forbidden possession of firearms. The Defence of Canada Regulations, after July 29, 1940, required the registration of all rifles and shotguns as well, and the provincials had a major share of the workload involved. The national War Service Regulations passed by the government in Ottawa required members of the force to devote many hours locating numerous

young men who failed to present themselves for duty. Escapes, from time to time, of enemy prisoners of war from Ontario detention camps demanded the response of the police of the province, and the provincials were designated to help enforce the Regulations of the Oil Controller of Canada by ensuring that gas stations remained closed between 7 P.M. and 7 A.M. daily and all day on Sundays. When the Oil Controller appealed to the public to voluntarily reduce highway driving speeds to forty miles per hour to conserve motor fuels, the provincial constables were expected to reinforce the appeal.

The existence of new or greatly expanded military camps often required a proportionate increase in police assignments to an area. In 1940, the Town of Barrie experienced a rising rate of offences attributed to soldiers from neighbouring Camp Borden, and the provincial police detachment in the town was reinforced. The situation in Pembroke, where Camp Petawawa soldiers sought respite from military discipline, was much the same, but the cooperation between civil and military police in each case provided an effective response to a sometimes difficult situation.

Police forces everywhere have always tried to guard their jurisdictions against the depredations of criminals and others bent on mischief. That they also have jealously protected their areas of jurisdiction from the intrusion of other police agencies was less well known in 1940, when the administration of the Ontario Provincial Police was criticized in the provincial legislature for refusing to send provincial officers into municipal jurisdictions. Opposition parties in the House decried the policy of the provincial force of not entering into other police jurisdictions except when directed by the attorney general to do so, or at the request of the municipalities concerned. The attorney general, defending the position, described how provincial investigators had been sent to Hamilton on government direction to investigate a triple murder, only to be bluntly advised by the Hamilton police that their assistance was neither wanted nor appreciated. Such cases were hardly conducive to cooperative law enforcement.

There were occasions, of course, when the provincial police force was actively sought by a local crown attorney, who deemed the local forces, usually of the smaller communities, incapable of dealing with some types of crime (most CIB cases resulted from the need for investigative expertise lacking in small police forces). The inspectors from the CIB in Toronto were not always welcomed, and resentment was felt on many occasions. The provincials were



not without the same sensitivities and complained of any intrusion by the federal police into areas of provincial police jurisdiction. Criminal law, a provincial responsibility, was a particularly sore point. Any overt criminal law enforcement by the RCMP in Ontario was deeply resented, and the same "hands off" policy was demanded.

Such insistence on statutory bounds and limits bordered on the ridiculous at times, as might be expected. When a federal office, such as a post office, was forcibly entered, the provincial police would travel many miles to investigate the criminal offence. Where the post office was located on federally-administered land (an Indian Reserve), adjoining a detachment office of federal RCMP, the anomaly becomes apparent.

The members of the Opposition in the legislature had little to fear, however, that the provincial police would not respond to a need for their presence anywhere in the province. When the City of Kitchener, in April, 1940, asked the attorney general for a provincial police inquiry into the affairs of the Kitchener Police Force, Inspector W.H. Lougheed was sworn in as acting chief constable for a period of three months. To permit Lougheed unhindered freedom to review and, if necessary, to reorganize the municipal constabulary, the chief of police, William Hodgson, was granted a leave of absence. Following a conference between the attorney general and the police commissioners of Windsor in 1942, it was agreed, with the endorsement of Commissioner Stringer and the chief constable of Windsor, that provincial police of the CIB and the district headquarters in Windsor would join with the Windsor force to deal with what was termed "unusual crime conditions in the city and environs."<sup>6</sup> Despite pride and jealousies, Ontario's policemen were a cooperative brotherhood, more than willing to help one another and share the dangers that were inherent in their chosen careers.

In Leaside, in October, 1940, a thrown incendiary bomb exploded at a hydro substation, and a provincial police investigation was aided by Professor Joslyn Rogers of the University of Toronto who was a provincial chemical analyst and an explosives expert. Foreign agents were sought in this sabotage attempt, but no arrests were made. The Special Branch investigated a number of industrial accidents that year where the possibility of sabotage was suspected. At the Lake Shore Gold Mine in Kirkland Lake, the underground powder storage magazine at the 3,700-foot level blew up, killing a motorman's helper, but no evidence of sabotage was



found. At Port Robinson, an explosion occurred in the Welland Chemical Plant, and three employees were killed. An extensive investigation by Special Branch Inspector Wilson, Professor Rogers, and RCMP officers revealed that the explosion had been accidental. Wilson was again needed at Nobel a month later, when another accidental explosion occurred at the Defence Industries Limited plant where dynamite was manufactured.

## 7

It all started like so many other occurrences, when on the summer morning of June 20, 1940, Provincial Constable Harold H. Dent of Rockland answered his telephone. Norman Edwards of Navan had just been accosted on the road near his home by a stranger asking the way to the railroad station. Suspicious of what he took to be a German accent, Edwards telephoned the provincial police. Dent knew that escaped German prisoners of war were constantly being sought by the authorities and he knew, too, that there had been a number of break-ins and thefts in the area recently, so he donned his uniform and set out for the village some twenty miles distant. Meanwhile, the stranger had arrived at the station and after enquiring about train times to Montreal, bought a ticket for the Ottawa-bound train, which was due shortly; the ticket agent, W.A. Heintz, closed the wicket and returned to his living quarters.

It was about ten o'clock when Provincial Constable Dent arrived at Navan Station to find a stranger sitting quietly in a corner of the waiting room. As he approached the man to ask for identification, the stranger drew a gun and fired, hitting Dent in the abdomen. As the constable tried to unholster his own revolver, the man fired again, hitting Dent's arm. Agent Heintz heard the shots and hurried to the waiting room door in time to see the stranger fleeing toward the platform. Dent was lying on the floor, conscious but in some distress, and he instructed Heintz to call for the provincial police and for a doctor. The agent rang the local switchboard for help.

James Allan Stringer (no relation to the commissioner) was an acting sergeant of the Ontario Provincial Police, stationed at Timmins. The previous day he had come with his wife to Navan on leave to visit his wife's family and to do some fishing with his friend, Harold Dent. Mrs. Stringer's folks operated the telephone



*The railway station at Navan.*



*The presentation of the King's Police Medal to Sergeant J.A. Stringer. Sergeant Stringer, left, with Commissioner Stringer. (Mrs. J.A. Stringer)*

exchange at Navan, and when the word of a shooting came through from the station, Stringer was on his way. He found his friend lying on the floor as Heintz had seen him, and Dent was able to tell Stringer what had occurred. At the wounded officer's urging, Stringer took Dent's revolver and set out in pursuit of the assailant as soon as Dr. D.C. Irvin of Navan had arrived at the station. Other police officers were arriving on the scene and began organizing a posse of local farmers to search the countryside for the stranger who had shot the popular constable.

As Stringer headed for a bush not far from the station as the most likely covert, he caught a glimpse of someone entering the woods and was convinced he was on the right trail. When he entered the woods, however, he found visibility severely limited by brush and undergrowth and was slowed appreciably while trying to track and locate his prey. Suddenly, a shot rang out, then another, and the officer afterwards swore that he felt a bullet pass close to his head. He dropped to one knee and waited, immobile, until finally he was able to distinguish a man through the underbrush. Taking careful aim with Dent's revolver, Stringer called upon the man to surrender, but when the stranger turned as though to fire his weapon again, Stringer pulled the trigger. The man was struck in the head and died instantly. The hunt was over, and other officers were on the scene almost immediately to begin the customary investigation into a shooting death. Although he did not know it, Stringer had avenged the death of his friend and fellow-officer, for Dent had died of his wounds less than an hour after he had been shot. The dead stranger was eventually identified as John Maki, a fifty-two-year-old native of Finland, and in his pack was found a quantity of merchandise stolen in local break-ins.

In recognition of Stringer's courageous action, the commissioner announced his immediate promotion to full sergeant the following day. When the inquest was held at Navan the next week, Allan Stringer was publicly commended by Crown Attorney C.W.A. Marion, who suggested that the sergeant should be recommended for a medal. The recommendation for an award had already been submitted by Commissioner Stringer. On March 18, 1943, the King's Police Medal, the Empire's highest award for police gallantry, was awarded to Sergeant James Allan Stringer and presented to him at an investiture at Queen's Park by the Lieutenant Governor of Ontario, Albert Matthews. Stringer was the first, and as it turned out, the only member of the Ontario Provincial Police to be so honoured.

## 8

For the first time in many years, the uniforms of the Ontario Provincial Police were changed somewhat during the war years. In addition to being the first policeman commissioner of the force, William Stringer was also the first uniformed commissioner. While neither of his predecessors, the generals, had worn other than civilian attire since doffing their military uniforms on appointment to the provincial force, Stringer adopted a uniform of navy blue. Through 1940, the detachment constables of the regular force had worn navy blue during the winter months and khaki uniforms with peak caps during the summer. The provincial special constables had been similarly equipped except for the summer khaki; they wore, instead, a lightweight navy blue uniform. In 1941, the summer khaki was abolished for detachment work and all would wear a new summer issue of a colour similar to air force blue, the tunics having lapel collars with which a blue shirt and dark tie would be worn. The old shoulder badges, "O.P. Police" in brass, were replaced by dark cloth insignia, bearing, in gold thread, "Ontario Provincial Police," to be worn on the epaulets of the tunics. The commissioner expressed the hope that the high-collared winter tunics would soon be replaced by garments having lapels. The Motorcycle Patrol, by this time more commonly referred to simply as the Motor Patrol, would continue to wear khaki year-round. Contemporary photographs reveal that in some areas, at least, provincial constables went without tunics that summer and were to be seen in "shirt-sleeve order." They also sported bow ties. Certainly such had been the case in 1940 in northwestern Ontario, where the provincials had been permitted to purchase their own khaki shirts for summer wear from a supplier in Winnipeg. That summer, even the provincial special constables could be seen in their navy blue pants and caps, with khaki shirts and bow ties.

With the new issue of summer uniforms in 1941, all members with five or more years of service with the force received service stripes to be worn vertically on the left cuffs of the tunics. One stripe was issued for each five years of service and entitled the wearer to an additional two dollars per month per stripe as service pay. In providing for visible recognition for service, the commissioner conceded that he was motivated by a wish to encourage men





*A new summer uniform. Provincial Police officers wearing new summers blues on special assignment. (F.B. Creasy)*

of long service in an organization where promotion was necessarily slow.<sup>7</sup>

## 9

One of Attorney General Conant's last peacetime directives to the Commissioner of the Ontario Provincial Police had decried the attempted intervention in provincial police operations by outside influences, especially with respect to transfers of force personnel. Commissioner Stringer reiterated the minister's instructions after he was appointed to head the force in September, 1939; yet "log-rolling," or attempts to procure preferment in transfers or promotions, continued to plague the administration. Provincial Constable A. Lawrence of the Motorcycle Patrol petitioned a provincial cabinet minister in 1940 to intercede on his behalf in gaining a promotion and transfer to the Criminal Investigation Branch. Conant considered the matter of such import that he personally chaired a special inquiry into the matter at Queen's Park. Lawrence, who admitted his actions, was fined ten days pay for insubordination, and the attorney general again stressed the need for independence of the police from improper political influences. The entire episode was reported and published in Police Orders so that all force members would be duly warned. Even then, during the years that followed, other efforts were made, although ostensibly without the knowledge of the officer concerned, to influence the commissioner in such matters, and it is to Commissioner Stringer's credit that he rejected every appeal for preferential consideration. Promotions continued to be made according to merit, but seniority was becoming an increasingly important consideration.

The criminal investigation community in Ontario suffered a severe loss on October 21, 1941, on the death of Dr. Edgar R. Frankish. Appointed medico-legal advisor to the attorney general in 1932 and provincial pathologist in 1934, he had headed the Laboratory of Forensic Medicine at Queen's Park and had attained prominence in many criminal cases, including the Leo Bergeron murder near Rockland. The laboratory continued to operate with Miss Verda Vincent, who had been Dr. Frankish's colleague, and the government called upon the services of consultants: Professor Rogers and Dr. W.L. Robinson, a pathologist.

The requirements for applicants for appointment to the Ontario

Provincial Police were changed in December, 1941, by new regulations made by Order-in-Council. The age limit of 25 to 35 years, and the minimum height requirement of 5 foot 9 inches remained unchanged, but mere literacy would no longer suffice, and the successful completion of two years of secondary schooling became a requisite. Other changes ruled that a provincial constable would henceforth be required to make application in writing for his annual leave of absence and unless authorized by his district inspector, he was forbidden to leave his detachment area during his one weekly rest day, which ended at midnight. Salaries of members of the provincial police remained unchanged throughout the war years, with CIB inspectors and staff inspectors earning \$3,000 per annum, district inspectors \$2,700, sergeants \$2,100, corporals \$1,950, and provincial constables (top grade) \$1,900. A newly appointed provincial constable was given \$1,600 per year, and if he was a member of the Motorcycle Patrol, he would received regular increments until top salary was reached after about five-and-a-half years. Provincial special constables, even when appointed as provincial constables, remained on the temporary payroll throughout the war and saw little increase in salary above the original \$1,600 until the conflict was drawing to a close.

While wages were not high, costs remained stable, and provincial police officers were considered well paid. After all, coffee was advertised at forty-nine cents a pound in 1941, and the best veal cutlets cost thirty-eight cents a pound. The manufacture of automobiles ceased after the introduction of some 1942 models in late 1941, as industries swung into war production, and few had been tempted to spend the \$1,098 that had been the going price for a Pontiac sedan at the start of the war. To keep the old family car on the road at all, Ontarians had to contend with gasoline restrictions and tire shortages.

Not all provincial police duties had wartime connotations, for criminals continued to ply their trades, and the province called on the force for help in other circumstances. While the servicemen of many nations were dying on distant battlefields, the civil populace of Ontario had its own calamities to face. An area of endeavour new to the provincial police force was involvement in the aftermath of airplane crashes. At about 3:40 A.M. on February 6, 1941, a Trans-Canada Airlines Lockheed airliner crashed in the bush near Armstrong while attempting an emergency landing. The provincials under the leadership of District Inspector W.G. Ingram organized search parties in the dense woods to locate and recover



the bodies of those who had died in the disaster. Members of the CIB were assigned to work with others of the Attorney General's Department in compiling evidence to be introduced at the coroner's inquest which was held in Armstrong on March 4. The chief coroner of Ontario, Dr. Smirle Lawson, came from Toronto to preside.

American Airlines airmail flight No. 7 from New York to Chicago came down in a farmer's field near Lawrence Station, Elgin County, at 10 P.M. on October 30, 1941, killing all twenty persons on board. The Douglas DC-3 aircraft exploded on impact, and the ensuing fire made the police task of recovering the bodies one of the greatest difficulty. Assisting with the work of recovering and identifying those who perished, were Corporal F.C. Kelly, with Provincial Constables J.H. Marsland, E.A. Niles, and R.S. Hutchison from the St. Thomas detachment, who were the first provincials on the scene. They were reinforced by District Inspector Jordan, who brought several more provincial constables from London. From Toronto came Dr. Lawson, with Deputy Commissioner McCready and Chief Inspector Ward of the CIB to take command of the police investigation. The RCAF provided personnel for security of the crash site. The air force had troubles of its own in Ontario during the war years, and from 1942 to 1944, the provincial police investigated no less than seventy-three separate crashes involving Royal Canadian Air Force aircraft in which 113 persons lost their lives.

Other catastrophies which called for provincial police involvement included the tragic capsizing of a motor launch in Georgian Bay in September, 1942, resulting in the loss of twenty-six lives. The *Wa-Wi-Net* was an eighty-seven-foot launch owned and skippered by Bert Corbeau of Midland, and on the evening of September 21, it left Penetanguishene with some forty persons aboard for a cruise among the islands. At about 10 P.M., while near Beausoliel Island, the vessel capsized when the passengers rushed to one side; those who were not drowned managed to swim to the island. The provincial constable at Midland was called at 5 A.M. when the survivors reached the mainland. During the next ten days, a number of boats directed by District Inspector Cox from Barrie dragged the waters until all twenty-six bodies were recovered. An inspector of CIB was assigned to the disaster and travelled to Midland, accompanied by Dr. Lawson. The deputy attorney general, Cecil Snyder, later represented the Crown at the inquest held at Midland on September 30.



Two days after Christmas, 1942, while the Canadian Pacific passenger train enroute from Pembroke to Ottawa was standing in the station at Almonte, discharging and boarding passengers, it was hit by a fast moving troop train. The last three coaches of the passenger train were demolished, 36 persons were killed, and another 125 were injured. The provincial police from Perth under District Inspector Cousans hurried to the terrible scene where they were eventually joined by Dr. Lawson and CIB Inspector A.F. Grant from Toronto. Commended later for their services were Provincial Constable D.J. Brennan of Perth and Provincial Constables R. McKie and J.M. Hinchliffe of the Motorcycle Patrol stationed at Carleton Place and Britannia Heights, respectively.

## 10

“Stephen Kiyoshk was a bad Indian.” At least so Commissioner Stringer declared in his annual report to the attorney general in 1940.<sup>8</sup> On August 17 of that year, another Indian, Jerry Blackbird, was struck with an axe and slain in a shack on Squirrel Island in the St. Clair River near Sarnia. He had been drinking with Kiyoshk. After killing Blackbird in a fight, Kiyoshk shackled the dead man’s body to the stern of a rowboat left tied to a dock, where it was found by police. Kiyoshk was tried for murder before Mr. Justice Roach of the Supreme Court of Ontario at Sarnia on September 12, 1940, was found guilty, and sentenced to hang on November 26. When a stay of execution was granted until January 3, 1941, the cynical saying to be heard for years afterwards was born: “If you want to commit murder and get away with it, do it in Lambton County.” Both the cynicism and Stringer’s comment had been induced by the fact the Kiyoshk had previously been convicted of murder and sentenced to hang, but the sentence had been reversed on appeal.

Crimes of violence continued on the home front throughout the war, and provincial police officers were called upon to deal with dangerous and difficult situations. During the evening of October 19, 1942, at Fred Lobb’s farm home in Malahide Township, Elgin County, Lobb and his stepson Herbert Wade had an argument over the ownership of a cow. The row became so heated that Lobb stabbed Wade, mortally wounding him. A short time later, three acquaintances of the men drove up to the farm unaware of what had occurred, only to be greeted by gunfire when they alighted

from their car. Two of the young men were hit, and one, Raymond Chute, died on his way to hospital. The provincial police at St. Thomas were called, and both provincials and members of the Ontario Volunteer Constabulary on duty that night surrounded the Lobb barn where the farmer had barricaded himself, armed with a shotgun. Sergeant Albert Witts of the Motorcycle Patrol from London was slightly wounded in the face by pellets, and Corporal Kelly's hat was holed. The standoff ended with Lobb taking his own life.

The criminal offences of keeping gambling and betting establishments, while in no way to be classed with violent crimes, were nevertheless of some considerable concern to the community in Ontario, and demands for suppression became particularly vociferous during the war. The result was a further degree of specialization in law enforcement by the provincial police. To add to the services provided on a province-wide basis by the provincial Criminal Investigation Branch and the Anti-Highgrade Squad, a new Anti-Gambling Squad was created on May 1, 1942. Under the leadership of Staff Inspector Edward T. Doyle, the squad struck almost immediately in Fort Erie, where two horserace betting parlors were raided. Eight persons were charged as keepers or bookies; during the remainder of 1942, the officers of the squad were able to effect the closing down of some of the largest gaming and betting houses operating in the province. When the unit discovered fifty-six telephone lines into three switchboards in the basement of a small bungalow on Royal York Road in Etobicoke Township, a house also equipped with a telegraph line which was receiving racing news from American tracks, every effort was made to have the lines removed. When the federal authorities declined to take any action, the deputy attorney general and the commissioner of the provincial police appealed to the Bell Telephone Company for cooperation, and the lines were taken out. When the proprietor of the house, through his solicitor, appealed to Ottawa, however, the Dominion Board of Transport Commissioners—the public communications regulatory body—ordered the Bell Company to restore the service.<sup>9</sup> In 1942, from the time the Anti-Gambling Squad was formed to the end of the year, 296 prosecutions were instituted under gaming and betting laws, and more than \$13,000 in fines were assessed.

The creation of the squad in 1942 was the culmination of several years of striving by the provincial force to subdue and suppress the activities of professional gamblers in Ontario. The special unit was

intended to strike at gambling wherever it was found, regardless of the jurisdictional boundaries of police forces. While cooperation was aimed for, raids were often made without any advance notice to local police forces or provincial police detachments for the sake of information security. In 1939, a team of provincial police led by Inspector Hammond had raided the Brown Derby in Etobicoke Township. In November, 1940, the same premises, renamed the Combines Club, were again raided by Hammond, who was aided by Inspector Harry Noakes CIB and a team of twenty provincial constables mustered from Niagara Falls under Sergeant Thomas Wilkinson and from Barrie under the leadership of Sergeant W.A. Scott. Part of a massive strike against a number of locations in and around Toronto by joint units of provincial and Toronto city police, the raid on the Combines Club netted sixteen keepers of common betting houses and more than three hundred customers who were charged as "found-ins" and taken away in police vans. The special squad was needed.

## 11

After more than three years of war which had seen the German Army overrun Scandinavia, the Low Countries, and France in 1940, the future finally began to seem brighter by the end of 1942. The remnants of the British Army had survived the evacuation of Dunkirk and the channel ports, and the Battle of Britain had saved the island kingdom from invasion. The abortive, but nonetheless gallant raid on Dieppe by Canadian and British forces in August of 1942 had given the enemy fair warning of the turn of the tide ahead. The British Army defeated Rommel at El Alamein in October, and the road to ultimate victory had been embarked upon. The Empire no longer fought alone in the west, for the United States of America had joined the cause after Pearl Harbour, and already British and American forces had together launched a massive assault on North Africa in November.

Mitchell Frederick Hepburn resigned as Premier of Ontario on October 21, 1942, handing over to his attorney general, Gordon Daniel Conant, but retaining his post as provincial treasurer.

# 12

## *The War Years*

The Special Branch of the Ontario Provincial Police had been created at the outbreak of the war in September, 1939, as an anti-sabotage wing of the Criminal Investigation Branch. The provincial force had responded to government fears of communist-inspired troubles long before, when, during the depression years, undercover agents had been assigned to gather intelligence respecting subversive initiatives. In 1935, when the United Labour Conference on Unemployment was organizing the so-called Hunger March and other demonstrations by the unemployed, Provincial Constable Alexander Stuart Wilson was at the meetings. His regular reports to General Williams had prepared the authorities for any eventuality.

When the Special Branch was created, Wilson was the logical choice as leader and was promoted to the rank of inspector in the Criminal Investigation Branch. At the outset, he was assigned four special agents recruited from the first of the Veterans' Guard taken on provincial police strength and recommended by the Soldiers' Aid Commission of the Department of Welfare. The identity of the agents remained undisclosed by procedures adopted for the payment of all salaries respecting special constables; they were grouped under civil defense expenditures, but there is no indication of any intention to conceal the existence of such agents. One member of the undercover unit was William John Osborne-Dempster who was assigned to the CIB as a special constable. Osborne-Dempster had been a captain in the Royal Army Service Corps of the British Army and during the Great War had served in France and Belgium. From 1920 to 1922, he had been with British Military Intelligence (Russian Section) and had worked in the field with the White Russians until captured by revolutionaries, and was said to have been condemned to death. Osborne-Dempster was eventually returned to England in a prisoner exchange. For





*The Special Branch Office at Surrey Place.*

his war services he had been awarded a Croix de Guerre by both France and Belgium.<sup>1</sup> He was a natural choice for the intelligence unit.

When Herbert McCready was appointed to the force as deputy commissioner in 1940, he became Inspector Wilson's director. By the end of the year, the Special Branch had grown to ten special agents, was active in investigations respecting organizations deemed subversive, and was screening applicants for employment in war industries. The unit operated in a clandestine manner, reporting upon the activities of some twenty thousand persons by the end of that year. The existence of the branch was no secret, and the various operations conducted were reported annually by Commissioner Stringer to the attorney general and published by the King's Printer for public perusal.

The branch maintained an extensive card index file on all persons suspected of possible subversive activities and on members of such outlawed organizations as the Canadian Union of Fascists, the Communist Party of Canada, the Canadian Labour Defence League, and the Jehovah's Witnesses. The list of associations, societies, and organizations was a long one. The card file also contained the names of persons convicted under the Defence of Canada Reg-

ulations and the National Registration Regulations.

In 1941, the commissioner reported, "... the Communist Party continued its previous policy of condemning the war as an 'Imperialistic' war and charged that the people of Canada were being led to the slaughter in the interests of 'Big Business'. In April, the Young Communist League distributed pamphlets attacking the Dominion Enlistment Campaign and charged that Canada's students would become cannon fodder in the 'Imperialistic' war... There was a considerable reversal of policy after Germany attacked Russia in June, 1941, and in the July issue of the 'Young Communist', articles were printed under the heads:

'Canadian Youth Smash Hitlerism'  
'Fight for World Freedom'  
'Britain and the Soviet Union'  
'British Workers Support the U.S.S.R.'  
'Why this is our war'.

"This absolute change of policy," the commissioner's report continued, "was apparently received by members of the Party without protest of any kind and resolutions were proposed by Communist Trade Unionists demanding that a second front be opened up in Europe."<sup>2</sup>

This was precisely the type of communist activity that the Special Branch had been created to combat. With Russia in the war, however, the immediate threat from the left, at least, was diminished, and the work of the branch was sharply reduced. By the end of 1941, only three special agents remained. Osborne-Dempster, who signed his intelligence reports with his assigned code name "D 208,"<sup>3</sup> sought official permission in the fall of 1941 to turn his attention to the gathering of information on political organizations, particularly those affiliated with the Cooperative Commonwealth Federation—the CCF Opposition party in the provincial legislature. As a professed socialist party, the CCF was considered by Osborne-Dempster as sympathetic to communist doctrine.

Inspector Wilson resigned from the provincial police on June 25, 1942. The reason for his sudden departure, like much of his clandestine career, remains a mystery. He had served the province well in his particular fashion and had pioneered the provincial police intelligence function, which was to become an integral part of law enforcement in later years.

On Wilson's departure, Inspector Hammond took his place. An old hand at undercover work since his Temperance Act days of the 1920s, Hammond was not impressed with the effectiveness of the

Special Branch. In his report to McCready on May 17, 1943, it is apparent that he was less than enchanted with his assignment:

“When I was instructed to take over the duties of this branch, I found a deplorable state of affairs... Neither the RCMP or the Toronto City Police Department recognized this branch... this branch of two operatives, if I may call them such.”<sup>4</sup>

While “Dempster earns his \$125.00 per month,” he conceded, Hammond was less than content to have under his command in the anti-sabotage unit a Finnish-born special agent, Sven Stadius.<sup>5</sup> Finland was, after all, an ally of Germany. On Hammond’s recommendation, Commissioner Stringer ordered the Special Branch disbanded at once and advised the attorney general accordingly. The Special Branch office at 18 Surrey Place was closed, and Osborne-Dempster, seeing his usefulness at an end with the dissolution of the undercover team, submitted his resignation in June; but the government still had use for his particular special talents, and his resignation was not accepted. He continued to serve as a special constable attached to the CIB and pursued his intelligence-gathering activities which included surveillance of the CCF and labour union movements. The RCMP assumed the role of anti-sabotage police in Ontario.

## 2

When Gordon D. Conant succeeded Hepburn as Premier of Ontario, it was only for a time. The Liberal Party chose not Conant but Harry Nixon to lead the party into the next provincial election, which was called for August, 1943. A new premier was elected: George Alexander Drew, leader of the Conservative Party, who named Leslie E. Blackwell as attorney general, replacing Eric W. Cross in that cabinet post. Signalling a change from the stringent economic procedures of the Hepburn era, Drew ordered the reopening of Ontario House on Charles II Street in London, England, with the apparent intention of aiding the emigration of many Britons to Ontario once the war had been won.

Drew had already voiced his opposition in the legislature to organized gambling in the province, seeing any weakness of enforcement as an invitation to other areas of criminal endeavour to prey upon the people of Ontario. The special enforcement unit



of the provincial police, now called the Anti-Gambling Branch, was vigorously investigating any instances of illegal gambling coming to its attention and during 1943, conducted nearly fourteen hundred such investigations and raided 311 premises. In addition, the branch was made responsible for attending all racing meets in the province, visiting carnivals and travelling shows, and, rather surprisingly, enforcing the Lord's Day Act, which imposed a number of activity restrictions with respect to Sundays. On January 24, 1943, members of the branch raided the Mayfair Restaurant on Queen Street West in Etobicoke Township and found a cockfight in operation. Eighty-five fighting birds were seized and ninety-eight persons were charged. The Slot Machine Act of 1944 was of great assistance to the branch in suppressing this form of gambling which had occupied a substantial portion of the enforcement effort. Bookmakers, however, were probably the most numerous of the gamblers causing concern to enforcement officers, and efforts to inhibit their operations were not always wholly successful. The proprietor of the house at 16 Royal York Road South in Etobicoke Township, where, in 1942, the police had been stymied in seeking to have telephones removed, continued to flout the gaming laws. The Anti-Gambling Branch raided the building again



*Provincial Constable W.S. Cluff, High County Constable, and the Waterloo County Police Force. (Mrs. J.A. Stringer)*



—twice in November, 1944—and found forty-five telephone lines to three switchboards still in operation. The branch in 1944 consisted of Sergeant T. Wilkinson, Corporal W.G. Tomlinson, and Provincial Constables C. VonZuben, J.E. Downs, W.W. Bibby, A.K. Collins, and J.F. Cronin.

By 1943, the duties of high county constables had been assumed by provincial police officers in all but one of Ontario's forty counties, York County being the only exception, and the commissioner reported that, "With the exception of a limited number of salaried County and Township Constables, law enforcement, except in cities and towns has become the responsibility of this Force."<sup>6</sup>

The provincial police had a wider jurisdiction than might have been supposed and during the war years were called upon to render various forms of assistance to some of those other police forces. In some cases, "assistance" included investigations into the activities of police departments. In 1943, the Town of Cornwall sought a provincial police inquiry into the administration of the town police force, and in 1944, similar investigations were requested by the York County Townships of Whitchurch, Scarborough, and York, each of which maintained its own police department. The Town of Weston also called for a provincial police inquiry, and Sudbury, in 1945, had an inspector of the provincial police CIB inquire into the conduct and administration of the city police.

A new form of municipal policing was offered to Ontario communities in 1944. The Municipal Act<sup>7</sup> was amended to permit those cities and towns which were statutorily required to maintain a police force to enter into a contract with the Commissioner of Police for Ontario for the policing of the municipality by the Ontario Provincial Police Force. In addition to the response from larger municipalities interested in replacing their own forces with provincials, a number of smaller places eagerly sought provincial constables to replace their village constables, but not all were anxious or even in a position to reimburse the province for such service.

The first communities to enter into a policing agreement with the provincial government for the services of the provincial police which were to begin on June 1, 1945, were:

The Village of Rockcliffe Park, where Provincial Constable G.A. Clark was assigned;

The Village of Port Stanley, Provincial Constable C.R. Everard, and

The Township of McKim, Provincial Constables J. McBain and W.D. Cook.

Not confining the sale of provincial police services to incorporated municipalities, the government also entered into an agreement with the Kalamazoo Vegetable Parchment Company for the policing of the company townsite of Espanola by Provincial Constable J.D. Campbell.

### 3

By 1944, District No. 12, with headquarters at Port Arthur, administered sixteen detachments, three of which, Favourable Lake, Red Lake, and Pickle Lake were so isolated as to be accessible only by air or water. With thirty-three officers in a district some 580 miles from east to west, it was considered almost impossible to provide proper supervision, and a new district was created. District No. 13, with headquarters in Kenora, which had been a divisional headquarters of the force from 1910 to 1913, was to include the Territorial Districts of Kenora, Rainy River, and Patricia and came into being on March 20, 1945.

Except for the brief period of training provided to Ontario Provincial Police reserves at Queen's Park at the outbreak of the war, training of members of the force was conducted exclusively by the Ontario Provincial and Municipal Police Training School in Toronto. Two sessions were held during 1944, with police officers attending from the police forces of Toronto, Brockville, Swansea, Belleville, Forest Hill, Weston, North Bay, Peterborough, York Township, and Timmins, in addition to the provincials from various parts of the province. At the spring session from March 6 to April 22, Provincial Constable H.H. Graham led the class with an average of 89.8 percent, and other members of the force were among those with top standings.

Revolver competitions continued in police circles throughout the war years, with Sergeant Dudley H. Darby continuing to outclass all opponents. The victorious provincial police teams included, at various times, J.A. Rowe, E.A. Hoath, W.B. Elliott, T.W. Oldfield, W.H. Clark, J. Fulton, and N.F. Morris.

All motorcycles had been replaced by 1944, and by the end of the year the force fleet consisted of 191 vehicles, of which 114 were white highway patrol cars. Despite wartime gasoline and tire

restrictions, more than four thousand motor vehicle accidents were investigated by the provincials in 1944, and while the number of accidents was slightly less than the previous year, 236 persons lost their lives and almost three thousand others suffered traffic accident injuries.<sup>8</sup> When Ontario motorists failed to respond voluntarily to the appeal made by the Oil Controller in 1941 for a reduction in highway speeds to conserve fuel, the War Measures Act forcibly reduced the speed limit on provincial highways to forty miles per hour. Still the accidents occurred with increasing frequency.

Wartime regulations resulted in the closing of gasoline service stations outside of regular business hours and on weekends, and the effect on the communications of highway patrol officers could hardly have been anticipated. A system of telephone communications had developed over the years as the only effective means by which provincials could keep in regular contact with their detachments to seek guidance as well as to be available for assignments. When the service stations closed along such highways as the Queen



*Sergeant Darby and his trophies.*





*Accidents occurred with increasing frequency.*



*Motorcycles were replaced by 1944. Members of the Motorcycle Patrol at Belleville in 1941, left to right: D. Wilson; R.B. Butcher; C.E. Siple; Inspector Gardner; Sergeant Hunter; J. Hatch; R. Andrew; H. Caldwell. (H. Caldwell)*



Elizabeth Way, access to the only telephones was lost. To overcome the problem, which affected Department of Highways crews as well, a number of telephones were installed in weigh-scale buildings and on telephone poles at intervals along the Toronto-Hamilton highway, and officers were provided with access keys. In the first experiment in 1943, four instruments were installed and proved successful.

## 4

Canada was considered a fairly secure place of detention for enemy prisoners of war taken in the North African and European campaigns, and a number of camps were established in Ontario for the duration of the hostilities. The personnel appointed by the federal government to operate the camps apparently did not take the need for adequate security very seriously, and it was not unusual for prisoners in small groups to "wander away without the knowledge of officials in charge of the camps."<sup>9</sup> Enemy aliens living in Canada were, in many cases, interned in camps not unlike the military captives and they, too, were often picked up by provincial police many miles away and returned to their camps, where officials did not know that they had been absent.

Employed primarily in agriculture and lumbering, the war prisoners usually were docile and cooperative, but there were those among them who made determined attempts to escape. Johannes Martin Bodenstein, a German POW, escaped from the Petawawa Camp on July 15, 1942, to be recaptured by Provincial Constable D.H. Brown of the Motorcycle Patrol. Provincial Constable G.B. Carmichael of Blind River recaptured escaped Germans Hans Kibart and Walter Gloeckner in August, 1942. On August 26, 1943, nineteen German prisoners escaped from the Fort Henry prison camp near Kingston, and all available police, including members of the Volunteer Constabulary, were mustered to comb the countryside. Within twenty-four hours, sixteen of the prisoners were recaptured, but the remaining three successfully made their way into the United States before they were caught four days later.

In 1944, the number of camps holding German POWs was increased in Ontario, and in the north, where the prisoners were engaged in lumbering, their freedom to absent themselves from their places of detention caused a good deal of alarm in the smaller

communities. "The prevalence of German prisoners of war wandering at large, without escort or supervision," resulted in increasing requests for the posting of provincial constables to those communities in close proximity to the prison camps.<sup>10</sup> Reports that prisoners had established themselves in well-provisioned shacks in the bush did little to allay the fears of the residents. Two German POWs, Wolfgang Bergter and Erwin Stockel, disappeared from their Camp 43 at Yellowgirl Bay, Lake of the Woods, in November, 1944, and the area feared them all winter. On May 24, 1945, the bodies of the two men were found in the bush, where they had perished of exposure, victims of the harsh winter of the north.

Even in civil jails, where much more stringent security measures were taken with respect to prisoners, some of those in captivity succeeded in gaining their freedom from time to time, and the fates seemed to favour them during the war years. Many of these men posed a much greater danger to the populace than did prisoners of war. James Flenniken of Toronto was an inmate in the Huron County Jail at Goderich, where he awaited trial on theft charges. On December 14, 1941, Flenniken tried to escape by assaulting the turnkey, Kerwood White. When White died from a fractured skull, Flenniken, who was but fifteen years old, was charged with murder and was eventually sent to the reformatory, convicted of manslaughter. That same fall, Alphonse Plante escaped from the Lincoln County Jail at St. Catharines to be recaptured by Provincial Police Corporal C.W. Wood, Provincial Constable R. Caverly, and Provincial Special Constable H. Darnsbrough.

On December 29, 1942, six men escaped from the Essex County Jail by prying open a door and assaulting two guards. All the men were well-known for their vicious and violent natures, and an intensive manhunt was mounted by police before the men were arrested by provincials at La Salle. In September, 1942, William Rose escaped from Kingston Penitentiary and committed a number of crimes before he was apprehended in Orval Shaw's old hiding place, Skunk's Misery, near Bothwell in December, 1943, by the chief constable of Alvinston and Provincial Constables L. Ptolemy and W.J. Carmichael. Other prison breaks occurred when two men escaped in 1943 from the Welland County Jail and were recaptured by Provincial Constable J.W. Harris of the Brockville highway patrol; three inmates fled the district jail in North Bay, requiring a joint provincial police-Canadian Army manhunt before they were apprehended; and two prisoners broke out of the Grey County Jail in Owen Sound in January, 1944. That year, there

were no less than eight major jail breaks which involved subsequent arrests by provincial police officers, and on most of those occasions, escaping inmates had brutally beaten turnkeys and even jail governors in gaining their freedom. In 1945, six dangerous, convicted criminals cut their way through cell doors with hacksaws and overpowered guards to successfully escape the Essex County Jail in Windsor, but when Maurice O'Dell fled from the Wentworth Jail in Hamilton and took to rural roads in his stolen car, he was seen, chased, and eventually caught by the highway patrol officer at Oakville, Provincial Constable A.A. Jackson.

Criminals, when not in jail, often seemed to desire admission; while other Canadians were serving their country at home or overseas, automobile thefts increased dramatically during the war years, from 157 reported to and investigated by the provincial police in 1940, to 552 in 1945. Other criminal offences kept pace. Problems for police were encountered when gangs of criminals stole cars in the larger centres and made their way to rural communities to attack creameries, mills, general stores, and other businesses where safes were broken into or removed altogether. In Huron County, Provincial Constable Otto McClevis continued to do his part in confounding criminal endeavours, and in other areas, special night patrols were ordered to contain the crime wave.

The Peterson Gang of break-in artists was one that preyed on small towns and villages where there was little or no police protection. Led by Harry Peterson, this "night-riding gang of bandits and desperadoes" was finally brought to heel in 1944 after a series of break-ins in Simcoe County.<sup>11</sup> In virtually every part of Ontario, north and south, such crimes reached almost epidemic proportions. Banks, too, were targets for an increasing number of bandits during the first half of the decade, and the lone criminal was as active as the gangsters. At Stoney Point, in Essex County, when the manageress arrived on the morning of April 1, 1944, to open her branch of the Provincial Bank of Canada, she entered to find a masked gunman waiting for her. Forcing her to open the vault, the robber scooped up \$1,300 and fled in an automobile. Outside the village, the car was abandoned when it stalled and failed to re-start, and the gunman continued his flight on foot. He seized another vehicle by stopping it and ordering the driver to get out; the bandit then fired a shot at the terrified car owner, but missed. It was at this moment that a provincial constable arrived, and again the bandit took to his heels. When he turned and aimed his revolver at the police officer, he was hit in the hand by a blast from the con-

stable's shotgun. Lucien Lassaline, age twenty-seven years, considered one of the most hardened criminals in the province, was sentenced to a total of nineteen years in the penitentiary. Three provincials, R.F. Gibson, B. Mulholland, and H.J. Tinson were commended for Lassaline's apprehension and conviction.

Although the rumrunning days of the 1920s and 1930s were considered history, enforcement of provincial liquor laws even during the more liberal war years encountered a form of reverse rumrunning—into Ontario rather than out. Imported liquor from Quebec, which evaded the Ontario tax on alcohol, was being sold by bootleggers in Toronto and other centres. In an effort to suppress this traffic, the provincial police set up twenty-four-hour patrols on all highways leading from the Province of Quebec and seized a number of automobiles conveying liquor bearing the seal of the Quebec Liquor Commission. The provincial courts took such a serious view of the contravention of the statutes that fines ranged anywhere from \$200 for the importation of a few bottles to \$1,000 for larger amounts, in addition to confiscation of the automobiles used. During the period 1940-45, no less than eighty automobiles were ordered confiscated by the magistrates.

## 5

Late in the evening of July 9, 1943, British and American airborne troops dropped in Sicily, and before morning, allied forces were storming ashore. The invasion of Europe had begun, and Canadian Army forces were finally committed after a frustrating wait in the United Kingdom since December of 1939. Immediate battle casualties were not heavy, but for those at home, the realities of war—the casualty lists which had been so brutally thrust upon them after Dieppe—were to continue to the end of the war; but there was finally a growing optimism at home regarding the eventual outcome. In November, there was no longer any need in Ontario to continue to maintain organizations with respect to Air Raid Precautions, and the Civilian Defence Committee ceased to function. The Volunteer Civil Guards who had been recruited in many communities were excused “with the knowledge that they had served their country well through the period of danger.”<sup>12</sup>

In January, 1944, “Owing to the improved situation of the Allied Armies,”<sup>13</sup> the employment of special constables by the provincial police was discontinued, and the Veterans' Guard was



disbanded. This branch of the Ontario Provincial Police, which employed more than twelve hundred men between September 1939 and the end of 1943, had provided commendable service, often under extremely trying conditions. During the winter of 1942-43, when the temperature on many occasions dropped to forty degrees below zero, guards employed at the Chat's Falls hydro-electric plant on the Ottawa River had to ride a bus for eleven miles and walk a further three-and-a-half miles each day to get to their place of duty. Veterans' Guards J. Beattie, G. Mosley, E. Farrell, and W. Donnelly were commended in Police Orders for this dedication to the service when they did not miss one single day of work. When, in March, the guards at the plant were snowbound for six days, Veterans' Guards D. Campbell, J. Meek, J.H. Frappier, and E. McIlquham, with Special Constable E. Ring, volunteered to go to their relief. They set out from Braeside and walked to Chat's Falls on the frozen Ottawa River, a distance of nine-and-a-half miles with the temperature at thirty-five degrees below zero.

When the order was given to disband the Veterans' Guard, fifty-six of the special constables were appointed as provincial constables, and the force undertook to place the others in alternative positions. The commissioner reported success in re-establishing almost ninety-five percent of these former guards.

The Ontario Volunteer Constabulary, the auxiliary of the provincial police raised in 1940, was ordered disbanded on February 15, 1944. By the end of 1943, the OVC, under the direction of Super-



*Ontario Volunteer Constabulary District Inspectors' Meeting, 1943. left to right, standing: Lieutenant H.G. Mallion; Captain E.L. Hamlen; Captain C.A. Althouse; Major L.M. Glazier; Major J.M. Henderson; Captain G.E.A. Jacob; Captain L.A. Park; seated: Major A.H. Cameron; Staff Inspector Moss; Major I.F. Wismer; Major J.E. Griffeth; Major G.F. Handley; Major H.C. Seldon.*

intendent Hunter, had reached 621 members and had organized units in eight of the provincial police districts. The volunteers had done exceptional work in support of the regular force, as well as assisting municipal forces in civil defence duties, and members of the constabulary from Belleville and Gananoque had participated in the police search for German prisoners of war who had escaped from Fort Henry. At the time of disbandment, each member of the OVC was presented with a Certificate of Service expressing the appreciation of the Province of Ontario.

## 6

While the war was being successfully waged on foreign fronts, the possibility of enemy action at home was not totally disregarded, and in almost every incidence of fire or explosion in industrial plants, a CIB inspector was assigned along with officials of the Fire Marshal's office. All such occurrences in 1943 were proven to be accidental. Not so, however, the case in Northern Ontario in which a number of railway spikes had been removed, supposedly by saboteurs, shortly before a westbound CPR train was due to pass. A railway section man, Andrew Kozluk, spent the morning of Sunday, May 30, patrolling the tracks near Pawetek and came upon some men along the line who took to the bush on his approach. Coming to the place where the strangers had first been noticed, Kozluk saw that a number of spikes had been pulled from the rail. When he started to replace them, shots were fired at him from the bush, and he was hit in the shoulder. He was able to make his way to help and was removed to the McKellar Hospital in Port Arthur. At least that was Kozluk's account of his wounding when provincial and mounted police officers interviewed him in hospital. Ultimately, however, Kozluk's story was proven false; the gunshot wound had been self-inflicted, and a close examination of Kozluk's clothing revealed a bullet hole in the hat which was such that had Kozluk been wearing the garment as he claimed he would have been shot in the head. He was charged with public mischief and sent to jail for three months. Thus the great CPR sabotage attempt was resolved. Provincial Constable T.R. Wright of Port Arthur was commended for his part in the affair.

Intentional damage to railway lines such as Kozluk had attempted to attribute to enemy action might well have resulted in disastrous train wrecks, disrupting the nation's war effort. Fortu-

nately, this did not happen in Ontario during the war, but disasters did nevertheless occur. On the rainy evening of September 10, 1943, when a Canada Coach Lines bus stalled on a level crossing on the Waterdown Road near Aldershot, it was hit by a fast, special Canadian National passenger train enroute from Toronto to London. The bus was cut in two, and bodies of the passengers were strewn for several hundred yards. Twelve persons were killed. On a pleasure outing from Port Stanley on June 5, 1944, the launch *Olga* capsized and sank in Lake Erie, and seventeen lives were lost. A federal Department of Transport inquiry alleged that the vessel had been grossly overloaded, was not equipped with adequate life-saving gear, and was in a poor state of repair. The part-owner and operator, Ted Vining of London, was charged with manslaughter, but at his trial in December was found not guilty.

Every available policeman was needed in the Timmins area on the morning of February 2, 1945, when disaster struck at the Paymaster Gold Mines in the Township of Tisdale. A number of miners were being lowered in a double-deck elevator cage in No.5 shaft, and when the cage reached the nine-hundred-foot level, the cable broke. When the safety appliances failed to work, the cage fell some fifteen hundred feet to the bottom of the shaft, killing sixteen of the miners. It was many hours before the steel of the wrecked cage could be cut away in order to free and rescue those who survived. Other lives were lost that year when an explosion occurred at the Saskatchewan Pool grain elevator in Port Arthur, and twenty-two died. The steamship *Hamonic* was destroyed by fire at the Canada Steamship Lines docks at Point Edward, and although only one dock worker died, eighty-nine persons suffered injuries. At Red Lake, a hotel fire claimed another ten lives.

Provincial policemen also died or were seriously injured in Ontario during the war years. When a report was received from the military police on the night of September 16, 1943, that illegal liquor was being sold to soldiers at Chalk River from civilian cars, the police set out to put a stop to the practice. The Pembroke detachment car was in Renfrew, where Corporal E.V. McNeill and Provincial Constable B.J. Etmanski were doing some other work, so Provincial Constable E. Renaud and the chief of police at Pembroke, Thomas D. Epsey, hired a taxi to take them to Chalk River. When about four miles from Camp Petawawa, the taxi, driven by Renaud, met a convoy of army vehicles running with only black-out lights. When a number of vehicles had passed, Renaud pulled out to overtake another car and collided head-on with a gun trac-



tor—the ninth vehicle in the army convoy, which had dropped back some distance from the rest of the line. Chief Epsey was killed instantly, but Renaud, though terribly injured, survived and served for another twenty years.

Provincial Constable C.F. Dean of the Motorcycle Patrol was seriously injured and narrowly missed death shortly before daylight on November 20, 1942. Stationed at Bradford, he was called out to set up a roadblock on No. 11 Highway to stop an automobile suspected of involvement in burglaries near Barrie. Shortly after he had joined Provincial Constables L.B. Byles and C. McNichol, he attempted to flag down an approaching car, but after slowing momentarily, the vehicle speeded up and deliberately ran over Dean. Although other force members gave chase, they were unable to catch the fleeing vehicle.

Andrew Francis Grant, a member of the provincial police since 1930, had been promoted to inspector CIB in 1942. While walking along the Canadian National Railway tracks near Scarborough Junction station on November 22, 1943, he was struck by a train and killed instantly. He was thirty-seven years of age. Provincial Constable Robert W. Duncan, in charge of the post at Bowmanville, died in hospital at Cobourg on February 21, 1945. The cause of the injuries which led to his death remain somewhat of a mystery, but on the evening of February 19, he had boarded a Canadian Pacific Railways passenger train at Bowmanville to meet his wife coming from Toronto and he was later found lying gravely injured beside the track at Port Hope, the next station along the line.

## 7

On the evening of June 10, 1944, Provincial Constable William A. Parfitt, who was stationed at Fort Frances, was advised that a woman had just been brought into the local hospital suffering from burns inflicted when she was attacked in her home near Flanders. Mrs. Viola Jamieson lived with her common-law husband in a log house a mile west of the tiny community some sixty miles east of Fort Frances. That afternoon she had returned home from town with her sons Arthur, age ten, and Harold, age twelve. Entering the building, she was thrown to the floor by four men, and the boys were taken to a log roothouse some fifty yards from the dwelling and locked in. Demanding to know where she had hidden her savings, the men tortured the little forty-two-year-old



woman by burning her hands and feet with lighted newspapers. When these actions failed to elicit the information they sought, her assailants lighted a fire in the kitchen stove and put Mrs. Jamieson on top of it, burning her arms, breasts, back, and hips. Finally, they carried her to the roothouse and locked her in with the boys. Little Arthur managed to dig his way out with his fingers and headed toward Flanders for help. On the way, he came across a road crew and told them what had happened. The men hurriedly returned to the Jamieson's premises and broke into the roothouse. Rigging a mattress on boards in their old truck, the men took Mrs. Jamieson into Flanders where she was treated by local housewives until a freight train was able to convey her in the caboose to Fort Frances.

Parfitt went straight to the log house when he got to Flanders. The place had been ransacked and everything was in turmoil. Noticing some open jars of preserves on the kitchen table, the constable deduced that the attackers had taken time to eat while searching the dwelling. He took the jars with him, along with a coal oil lamp chimney from the roothouse, and these items were



*Investigating the Hot Stove Murder of Viola Jamieson. left to right: Inspector A.H. Ward; Constable L.M. West; Inspector F.C. Kelly. (F.C. Kelly)*

sent to the RCMP in Ottawa for fingerprint examination and comparison with records kept on file there. In Toronto, the Commissioner of the Ontario Provincial Police assigned Chief Inspector Ward and Inspector Kelly of the CIB to the case, and they headed for Fort Frances in time to interview Mrs. Jamieson before she died of her grievous injuries on July 2. Although unable to identify her attackers, the woman was able to recount the events of June 10 and to tell of an earlier theft in May of nearly \$1,300 which she had kept hidden in the roothouse.

The police investigation uncovered the fact that Mrs. Jamieson's daughter Mrs. Beatrice Casnig had made no secret of the fact that her mother kept her savings hidden in her home and had told several men of this. One of the men was William Schmidt, whose family was known to the Jamiesons. Other persons interviewed by the police included brothers George and Anthony Skrypnyk, known to Parfitt as troublemakers. When asked where they had been on June 10, they declared they had been visiting with a Tillonen family in Port Arthur, a fact later confirmed by Mrs. Tillonen. When another Fort Frances resident Percy Davidson approached Inspector Kelly, the first big break in the case was at hand. Davidson had overheard three men talking in the Diamond Cafe in Port Arthur, discussing the possibility of fingerprints being found and he assumed they were speaking of the Jamieson case. The men he identified as the Skrypnyk brothers and a young man known only as Eino. Davidson had afterwards watched the trio get into a car and drive off. The police later observed this car parked at the home of Eino Tillonen. When information came in from Ottawa that fingerprints of George Skrypnyk had been found on a preserve jar sent in by Parfitt, warrants were issued for the arrest of the three men, but they had disappeared. Subsequently, a fingerprint of Anthony Skrypnyk was found on the lamp chimney, and efforts to find the killers were intensified. Finally, after Ward and Kelly had travelled many miles by rail following leads to the fugitives' whereabouts, the Skrypnyk brothers were located and arrested on July 19 at Atikokan by Provincial Constable L.M. West. On July 23, Eino Tillonen was taken into custody in Kenora by Provincial Constables M.W. Ericksen and D.J. Jordan. The three accused men denied any knowledge of the crime.

The confirmed identity of the fourth man involved still evaded the police until August 5, when Mrs. Pearl Lee, a friend of William Schmidt, told them that Schmidt had admitted to her his part in the affair. A few days later, the RCMP at Morris, Manitoba,

arrested a man whom they believed to be Schmidt, and Provincial Constable L.A. Savage of Fort Frances travelled to Winnipeg to identify Schmidt and return him to Kenora. He gave the investigators a full statement, admitting the assault on Mrs. Jamieson and naming the other three arrested men as his accomplices. Within days; the others, too, had made confessions to the police.

The trial took place in Fort Frances, and the four men were sentenced to be hanged on December 6. When the erection of the gallows outside the jail walls was underway, however, local authorities appealed to move the place of execution to Kenora as the jail at Fort Frances had no proper facilities. The request was refused on the ground that the murderers must die where they had committed their crime: in the Rainy River District.

On December 4, a convoy of four police cars set out from Kenora with the four condemned men, enroute to the district jail at Fort Frances. Constable Ericksen, one of the provincials, recalled that when they arrived at their destination, word awaited them that Tillonen's sentence had been commuted to life imprisonment. The eighteen-year-old had been recommended for mercy by the jury at his trial. When word came through that Schmidt's execution was postponed until his appeal had been heard, angry townspeople were afraid that he might escape the gallows, while the Skrypnyck brothers were hanged. They quickly retained Toronto lawyer Joseph Sedgewick to seek a stay of execution for the brothers, and with only a few hours to go, it was granted until March 1. The condemned men were returned to Kenora.

Schmidt's appeal was rejected and the three men were again taken to Fort Frances. Ellis, the hangman, cut a hole in the floor above the basement of the jail, and above it, a hole in the ceiling through which two ropes tied to heavy beams were suspended.<sup>14</sup> For added strength, the other ends of the ropes were tied to the legs of a bathtub in an adjoining upstairs room. In this make-do execution chamber, in the presence of the sheriff, a clergyman, Constable Erickson, and others, the sentences were carried out on March 1, 1945. The Skrypnyks were first to go, placed together on the trapdoor in single file with Anthony standing behind George. Schmidt was executed a short time afterwards.



## 8

Industrial unrest continued to plague the war effort through 1943. The CIO made the news again, in Wallaceburg on January 30, when 650 of the 800 employees at the Dominion Glass Company plant walked off their jobs, seeking company recognition of their union, the United Automobile Workers of America (CIO). To prevent any of the non-striking employees from working, the strikers took control of the streets leading to the plant, blocking them with their automobiles and barricades of timbers. When the town police force found the situation beyond their control, and increasing harassment and intimidation of non-strikers threatened to spread disorder, the mayor appealed to the attorney general for provincial assistance. The provincial police responded with a detail led by District Inspector Jordon; picketing was forcibly limited, and access to the plant by those who wished to continue to work was assured. By February 9, the situation in Wallaceburg had improved to such an extent that half the provincial police detail of some seventy men was withdrawn, and the remaining number reduced gradually until February 17, when only twelve officers remained under Sergeant Stringer. This procedure was reversed when a number of supporting unionists arrived on the scene from Windsor, and violence again broke out. When the strikers, numbering between 250 and 300 men, refused to disperse, Inspector Jordon tossed a teargas bomb into their midst, and twenty-five constables led by Stringer forced a path through the mob. The dispute was finally settled on March 30, and the strikers returned to their work. While no blood was shed, the union threatened criminal charges against the police for what they called citizen abuse, but nothing came of the matter. When it was all over, Chief Constable R.W. Worm of Wallaceburg resigned.

To gain recognition of the Steelworkers Union, another affiliate of the CIO, more than a thousand workers walked out in eight Galt plants. Although this number constituted less than half the workers employed at these plants, the strikers were determined to impose their will on the majority by forcing the representation of all workers by the Steelworkers Union. The widespread locations of the different companies involved made it impossible for the Galt police to provide protection for all non-strikers and to maintain the peace. Again the provincials were called in, and on June 2, 1943,



seventy members of the force arrived in Galt. The critical confrontation occurred three days later, when the strikers massed before the Galt Malleable Industrial Company plant and defied police to disperse them. Their challenge was accepted, two men were arrested, and the gathering was dispersed. From that point, the strike was a peaceful one, and provincial police officers were withdrawn gradually until July 5, when the strike was settled.

While some Canadians were seeking to improve their working conditions and economic status, others were serving in far-away places. From Sicily, allied armies had gone on to Italy in September, 1943, and had spent a winter of attrition as they forged their way against increasing German opposition. On June 6, 1944, the assault on northwest Europe began with the D-Day landings in Normandy, and many Canadians were committed in the desperate battles that followed. Perhaps significantly, the Commissioner of Police for Ontario advised in 1944 that "Not one major labour dispute was reported during the year."<sup>15</sup>

There were many at home who were helping the nation's war effort. The much-loved Dionne Quintuplets travelled from North Bay to Toronto in October, 1942, in a special CNR car and remained for four days at the King Edward Hotel. Their public appearances at Maple Leaf Gardens were to aid the Third Victory Loan Drive, and more than one hundred thousand persons came to hear them sing, "There'll Always be an England" and "The White Cliffs of Dover." Provincial police officers were assigned to accompany the girls and guard them throughout the trip. Provincial Constables N. Chartrand, L.G.A. Walker, J. Worrall, and J.L.M. Needham formed the team under Inspector S. Oliver. In 1943, the "Quints" were called upon again, this time to travel to the United States for the launching of five naval vessels at Superior, Wisconsin. Commissioner Stringer chose to accompany them personally when they left North Bay on May 7, attended by Oliver, Chartrand, and Needham.

The Ontario Provincial Police made a substantial contribution to the war effort on the home front with the assumption of many additional duties and responsibilities. The force was so recognized in 1943 when Commissioner William H. Stringer was made an officer of the Order of the British Empire. The Royal Norwegian Air Force singled out the provincial police in 1945 in recognition of the spirit of cooperation that existed between the two organizations during the war. From August, 1940, until March, 1945, the RCAF occupied a training camp near Gravenhurst which was

known as Little Norway. When the camp closed, the Air Officer Commanding, RCAF Canada, wrote to the commissioner expressing gratitude to the government and the people of Ontario.

## 9

Victory in Europe was achieved on May 8, 1945, with the total and unconditional surrender of Germany. VE Day signalled the beginning of the return home of Canada's warriors, some of whom had served away from their native land for more than five years. It was also time for a new beginning at home, and an election was called in Ontario for June. Just eleven days before voters were to go to the polls, the leader of the CCF Party in Ontario, Edward B. Jolliffe, went on the radio and broadcast his campaign bombshell:

Colonel Drew is maintaining in Ontario at this very minute, a secret political police, a paid government spy organization, a Gestapo, to try and collect, by secret spying, material that Colonel Drew wants to use to try and keep himself in power.<sup>16</sup>

Jolliffe had already gained the support of Drew's nemesis, the powerful *Toronto Star*, when his carefully compiled dossier of incriminating documents was placed in the hands of Roy Greenaway, the *Star's* Queen's Park reporter. Drew considered the *Star* the "worst influence in Canada," according to Greenaway, and its publisher, Joseph Atkinson, an un-British socialist;<sup>17</sup> the premier immediately denied Jolliffe's allegation.

In his address, the CCF leader had referred to the Special Branch of the Ontario Provincial Police. Although the branch had been disbanded in 1943, Special Constable Osborne-Dempster had continued to maintain his intelligence files at the old branch office which had re-opened in an upstairs room at 18 Surrey Place. In June, 1944, he had been made a provincial constable, along with A.C. Armstrong, another special constable assigned to the CIB. The special agent, still identifying himself in his reports as "D 208," had kept up his information-gathering with respect to trade unions and others he considered of communist or socialist sympathies. According to Jolliffe, Osborne-Dempster had been sending reports to the attorney general on the activities of members of the CCF party. Another provincial constable had been assigned by McCready to assist Osborne-Dempster in 1943: John Alvin Rowe,

who had been associated with the provincial police in various capacities as a chauffeur, a temperance officer, and a detachment constable since before 1923. At the outset, however, it seems that Rowe did not care for what Osborne-Dempster was doing and made some rather half-hearted objections to both McCready and Hammond, but received little sympathy. Of the opinion that his colleague was operating with the blessing of the force hierarchy, Rowe decided to express his disquietude elsewhere. In a move that was to lead to his personal downfall, he chose to approach his representative at Queen's Park, Agnes McPhail, a founding member of the CCF.<sup>18</sup>

Premier Drew had little choice but to order a Royal Commission. Mr. Justice Arthur M. LeBel was appointed commissioner on May 28 and began hearings at the Toronto City Hall on June 20, 1945. Forty-one of Osborne-Dempster's reports to the attorney general were entered as exhibits, and many witnesses were heard as the hearings continued through July; the final typescript of the proceedings numbered almost four thousand pages. LeBel made his report on October 9, and many of Jolliffe's charges were substantiated. Attorney General Blackwell was admonished for not directly ordering Commissioner Stringer to cease forwarding reports from "D 208," but that was as far as the blame would be laid against the government. The services of Rowe and Osborne-Dempster had already been dispensed with by the commissioner on May 30 and September 30, respectively.

The election of June 4, 1945, returned George Drew and his Conservatives with a considerable majority, so Jolliffe's attempt to discredit the premier had been unsuccessful. The outcome was a disaster for the CCF, which retained only eight of the thirty-four seats it had held in the legislature following the 1943 election.

## 10

The Second World War came to an end on August 15, 1945, with the victory of the Allies over the last warring member of the Axis—Japan. VJ Day was celebrated wildly in Ontario and the rest of the nation as Canadian servicemen being prepared for service in the far east were granted their reprieve. Those coming home from Europe were coming to stay. A total of sixty-nine regular members of the Ontario Provincial Police—nearly one man of every five of the force strength at the beginning of the war—had enlisted and

served in the armed forces. Most would return to continue their interrupted careers. By the end of 1945, however, twenty-five members still awaited their release from the forces. When Allan Campbell, who had been denied leave to enlist in 1942, was discharged in 1945, he presented himself to the commissioner seeking reinstatement. He was received with open arms and dispatched immediately to Kenora. It was four months, however, before he received any uniform, badge, or even salary; when his equipment did finally arrive, the reason for the delay became apparent: the Stores Branch had spent the time finding the uniform Campbell had turned in when he enlisted. It was much too small.

Despite appointment restrictions, 205 men had been appointed provincial constables during the war years. Frank Edgar Taylor, badge number 621, had been the first wartime appointee to the regular force on November 16, 1939, and the last had been number 825, G.E. Coling, on July 1, 1945. The Ontario Provincial Police strength increased during the war from 379 in September, 1939, to 510 in August, 1945. In addition, large numbers of auxiliaries had served during this period, but these had been disbanded before the cessation of hostilities. Changes among senior staff positions had occurred when District Inspector W.T. Moore was forced by failing eyesight to retire on pension in December, 1939, and his place at Hamilton was taken by A.R. Knight. Francis Gardner, the district inspector at Belleville, resigned on December 8, 1942, to be replaced by an acting district inspector, H. Storey. Harry Noakes was first appointed a provincial constable on August 31, 1928, but had resigned in March, 1930. He was reappointed in January, 1931, but again left the force in June, 1936. In October, 1938, he was appointed a provincial constable for the third time, attached to the Criminal Investigation Branch, and in May, 1941, was made an inspector CIB. Noakes left the provincial police for the last time on May 25, 1943.

On June 16, 1944, Chief Inspector F.E. Elliott retired from the force. He had been appointed to government service as a liquor inspector in 1916 and had come to the provincial police with OTA enforcement officers in 1921. His place as head of the Liquor Control Investigation Branch at headquarters was taken by Staff Inspector Phillip Walter, who had been brought to Toronto from Windsor a year earlier to reinforce the branch. The LCIB was also staffed in 1944 by Provincial Constables J. Bartlett and A. Shaughnessy. At the police garage, by then sometimes called the General Headquarters (GHQ) Garage, where Edward Hales was the



inspector of automobiles, C.R. Armstrong was named assistant inspector in January, 1944.

The approaching end of the war had signalled the need for a complete re-registration of all revolvers and pistols, and new permits to carry firearms were decreed. It was anticipated that with returning servicemen would come a great importation of war souvenirs. The provincial police had created a new branch at headquarters in 1943 under District Inspector Palmer to deal with firearms control, and when W.H. Boyd, formerly the inspector of automobiles, returned from service with the Royal Canadian Air Force in 1945, he was named, "Inspector, Weapons Permit Branch." In the summer of 1945, A.H. Palmer, then an inspector of CIB, and District Inspector W.G. Ingram of Port Arthur retired on pension.

The Stores Branch, then in the basement of the Parliament Buildings, was under the charge of Corporal Thomas Riding (the captor of Orval Shaw), who had been transferred to that position in 1931. He was assisted by Provincial Constables Matthew P. Donaldson and Willard V. Lamb.

Sergeants of the provincial force were classified in May, 1945, into three grades: district, patrol, and detachment sergeants. While all wore three chevrons on the right sleeve to denote the rank, the district sergeant was to wear a crown above his stripes.

A system of sick leave had been introduced in the Ontario civil service in 1931 which permitted the accumulation of attendance credits. On August 1, 1944, as a reward for regular attendance, the government declared a gratuity based on sick leave credits, to be paid on separation from the service. Other changes were made during the early 1940s to improve the lot of the public servant. In March, 1945, the provincial policeman was authorized to take three weeks of annual leave of absence, which was to be taken at one time only. The rule that no two members of the same family would be employed in Ontario's civil service had been rescinded to ease labour shortages during the war; at the same time the ban on additional employment—"moonlighting"—was lifted, but this did not apply to the provincial police.

# 13

## *Holstein*

The end of the war in August seemed to signal the greatest expansion the Ontario Provincial Police had yet seen. From a total end-of-war strength of 510, the number of persons serving with the force more than doubled in less than five years to 1,083 at the end of 1949. Of this total, the uniform branch showed the greatest increase with 999 police officers. A majority of postwar appointees were returned servicemen accustomed to military discipline and to the wearing of uniforms, and the contention of Superintendent Rogers in 1920 that returned soldiers would not adapt to becoming police officers was to be proven false. An increasing number of provincial constables wore medal ribbons above the breast pockets of their tunics, testifying to their war service, but there was resentment on the part of some officers who had chosen to spend their war years with the force rather than the overseas contingents, who suggested that the wearing of such military regalia was inappropriate.

Much of the increase in manpower resulted from the growing number of larger municipalities which contracted with the government for the policing of their communities by the provincial force. In 1945, the Town of Arnprior had a provincial police municipal detachment of three officers, and that was but one of eight such detachments in existence by year-end. Twenty-eight municipalities were served in 1946, including the large towns of Barrie, Cobalt, Cochrane, Hearst, and Mount Forest, and fifty-two provincials were acting in municipal policing roles.

The Police Act of 1946 was passed by the Ontario legislature on March 4, 1946, and became effective a year later on February 1, 1947. Replacing the old Constables Act, the new legislation provided for a clear division of responsibility for policing between municipal and provincial police forces, with the latter designated as being responsible for "all parts of Ontario not within a munic-

ipality," that is, rural Ontario.<sup>1</sup> Provision was also made for contract policing which had heretofore been an arrangement under the Municipal Act, and although all cities and towns as well as certain designated villages and townships were obliged to provide policing services, they could do so by agreement with the commissioner of the provincial police. Some smaller communities which had enjoyed provincial policing at no direct cost found themselves now designated and required to pay for policing by raising their own forces or paying the province under contract. On the other hand, some communities which had been policed by the provincials found themselves no longer required to pay the costs of such service. The concept of contractual policing service offered by the province was so attractive, however, that by 1949, the number of provincial police municipal detachments had increased to sixty-two.

The Police Act also assigned some additional duties to the provincial police:

- patrol and enforce all the laws on the King's Highways
- to aid local police at the request of the Crown Attorney
- to enforce the provisions of the Liquor License Act and the Liquor Control Act and any other laws designated by the Attorney General
- to maintain a Criminal Investigation Branch which shall be used to assist the Municipal Police.<sup>2</sup>

New regular detachments were also created across the province, required as the health of the postwar economy was reflected in the number of hydro-electric construction projects undertaken. The services of provincial constables were also sought by an increasing number of lumbering and mining companies, where, according to a rumour popular throughout the force, a provincial had to fight for his place in the community, but was rewarded by the provision of food and lodgings in the company camps, enabling him to accumulate all his salary cheques until his annual leave and his brief return to civilization. At the end of 1945, provincial policemen were stationed in 171 locations across Ontario, and the number of detachments increased to 235 by the end of 1949. While quite a number of offices were opened in new locations, others closed down, particularly in Southern Ontario, as services became more centralized and controlled from district headquarters, and more of the men were located there. The size of the average detachment was growing as well, and while more than forty percent were still one-

man units, the number of these was decreasing each year.

The Police Act dispensed with the county constabulary concept, and provincial constables were no longer required to fill the position of high constable in the rural policing of the province. A new code of discipline for police officers was part of the Act, and there were provisions for members of municipal forces to bargain and arbitrate in the matter of wages and working conditions. Members of all police forces in Ontario were forbidden membership in any trade union or any association affiliated in any way with a trade union. The embarrassing LeBel Inquiry of 1945 had revealed that Provincial Constable Rowe, the CCF informant, had held office in Local 18 of the Ontario Police Association, and Osborne-Dempster had been submitting reports of a possible affiliation between the Association and the Canadian Federation of Labour–Congress of Industrial Organizations (CFL-CIO) in 1945. The attendance of police officers at the Canadian Congress of Labour–CIO convention was also reported.<sup>3</sup> Considering the attitude of the government toward trade unions, particularly those organized under the CIO banner, the undercover agent's reports may well have prompted the restrictions in the new Police Act.

Transportation seemed no longer the problem for the provincials that it had been in earlier years, as the automobile became the standard mode for all. There were still areas of the north not accessible by road, but air services, too, had benefitted greatly from the war. The provincial police fleet of cars increased from 205 in 1945 to 399 by the end of 1949. The general headquarters garage under the direction of Edward Hales, whose title had been changed to superintendent of the police garage, moved from Surrey Place to 178 Queen's Quay in Toronto in May, 1947, and it was here that provincial constables from the outlying districts would report to take possession of fine, new police cruisers that were shipped directly from the manufacturers to the police garage where they were equipped for police duty. The cars assigned to highway patrol continued to be supplied as all-white vehicles, except for black hoods and fenders, while the detachment patrol cars for regular police duty, which until the mid-forties had remained free of police markings, were delivered as all-black cars with white doors and quarter panels. The doors of all bore the words "Ontario Provincial Police" and an assigned unit number, preceded by the letter "P" for patrol cars on highway duty, or the letter a "U" for utility (later uniform) for detachment duty cruisers. The use of distinctive black-and-white cars by the provincial police was quickly





*Access to northern communities. Sergeant W. Gilling travelling by air in 1951.  
(W. Gilling)*

accepted by the Ontario public, who referred to the highly-visible units as “holsteins.” The provincials now found themselves referred to as “black-and-whites,” as well as “provos” and “provincials.” In some of the smaller detachments, the provincial continued to provide his own automobile for which he was paid a mileage allowance, but this system ceased shortly after the war.

The end of the war also signalled the end of the restraints respecting motor fuels and equipment such as tires. As new cars once again began to roll off the assembly lines in Windsor and Oshawa, the returned servicemen took to the roads as had an earlier generation after the armistice of 1918. Road building was resumed and roads neglected during the war were improved, and a great four-lane highway was envisioned, to stretch from Windsor to the Quebec border. Automobile registrations in Ontario increased dramatically from 555,000 in 1945 to nearly 700,000 in 1948, but so, too, did the toll of lives on the highways increase. In 1945, the provincial police were called to the scene of 5,117 motor vehicle accidents in which 326 persons were killed and 3,659 injured. By 1948, the annual toll had risen to 469 dead and 7,051 injured in nearly sixteen thousand accidents investigated by the provincials. Hit-and-run cases were on the increase, and several tragic accidents of this nature led to manslaughter charges. In an



*A black and white "U" cruiser.*

effort to reduce traffic accidents, a safety campaign was launched in 1946, and provincial constables set out to visit rural schools to instruct children in matters of safety and to speak to service clubs and other organizations.

## 2

Within the provincial police force a number of important changes in the senior staff had occurred by the end of 1945. Deputy Commissioner H.S. McCready resigned on December 31, having completed the wartime duties for which he had been appointed. His had not been a popular appointment when he had come to the force in 1940, but this was likely because he was, after all, an outsider, and the commissioner had already been supported by highly capable, long-service CIB and staff inspectors, any one of whom might well have been appointed to the deputy post. As it turned out, it was one of these officers who was named to replace McCready. Senior Staff Inspector William C. Killing, a one-time chief constable of Woodstock, who had joined the provincial police as a district inspector in 1922, was promoted to deputy commissioner on November 15, even before McCready had departed. December also saw the retirement of Inspector Hammond who, with the retiring

deputy, had suffered some embarrassment at the Special Branch inquiry conducted by Mr. Justice LeBel.

There were quite a number of civilian members of the force serving in general headquarters in 1945 in various capacities. They included the accountant, J.J. Monkman, as well as Norman Phelps, A.J. Cameron, Alexander Swan, Allan F. Shields, C.F. Moore, Dorothy B. Chew, G.H. Armstrong, G.E. Barlow, and M.L. Aggett.

William Dobson, the head clerk with the CIB, was retired on pension in the fall of 1945 after suffering a stroke. He had come to the force in 1919 as secretary to Superintendent Rogers and had served with Edna Hoag on the secretarial staff of Commissioner



*Deputy Commissioner W.C. Killing.*



Williams until 1926, when he became senior filing clerk under Monkman. From 1939 he had been known as the "principal clerk."

On August 31, 1945, Provincial Constable Otto McClevis resigned from the provincial police to accept an appointment as magistrate in Walkerton. McClevis had gained the widest respect as the scourge of lawbreakers, so it was not surprising that the law-abiding of Bruce County rejoiced at the appointment. He was to gain the endorsement of both lawyers and criminals as tough, but fair. One of the cases to come before him had to do with a man charged with dangerous driving, having tried to elude police pursuers by driving as fast as a hundred miles per hour and finally ramming a police cruiser. Magistrate McClevis levied a fine of \$650 and costs and ordered the suspension of his driver's license for *six years*.

### 3

It seemed almost as though the late war had not ended at all, but merely moved to new battlegrounds in Ontario. Violent crimes, industrial turbulence, communist subversion, and even ethnic riots were to plague the provincial police force in the immediate post-war years, when every available officer was needed just to care for the community where he was stationed. The Blackburn gang of Windsor, led by Gerald Blackburn, was put out of circulation following robberies of banks at Langton and Blenheim in 1945. For the Langton hold-up, Blackburn and Dominic Minille were each sentenced to ten years in Kingston Penitentiary and each was to receive twenty lashes. The third member, Gail Hastings, went to prison for twelve years and he, too, was to be lashed. John Krywiarchuk was strongly suspected of leading others in bank robberies in Smithville, Fenwick, and Campbellville before he was brought to justice. The Bank of Nova Scotia at Campbellville was held up July 8, 1947, by four armed men who escaped with approximately \$100,000 in cash and securities. Four men were eventually charged, but only Krywiarchuk was immediately convicted and sent to prison for twenty years. Two others were set free for lack of evidence, while the fourth, Leo Burnell, was finally captured in Vancouver in September of 1948 and later imprisoned for eight years.

In the early hours of the morning of January 27, 1946, two men drove up to the Imperial Bank on the main street of Bolton and



entered the building by a side door. The actions had been seen by Leonard Gott, the nineteen-year-old son of a prominent district farmer, Cecil Gott. Leonard raised the alarm. A number of citizens, including the elder Gott, armed themselves and set out to thwart the thieves by surrounding the bank, but when the would-be robbers realized their predicament, they made a rapid exit from a cellar window. Again they were observed by young Gott, who chased them. But when the three men, pursued and pursuer, rounded the corner of the building, they were met by gunfire from one member of the posse, the elder Gott, who thought all three were bandits. Leonard Gott was hit and died of his wound some days later, shot and killed by his father. The two crooks, John Reynar and Stanley Thompson, were later arrested and convicted for their attempt on the Bolton bank.

The Ontario Provincial Police were called upon to deal with nearly three hundred cases of robbery with violence during the years 1945 through 1948, but the most notorious of all those who pursued the violent lives of bank robbers were the members of the Peltier-Lauzon gang. On the night of April 5, 1945, the manager of the Canadian Bank of Commerce at Port Perry was seized from the street and forced by four men to open the bank vault. Leaving him tied up inside, the men fled with the strongbox which contained \$2,000 in silver coins. On May 4, two men broke into the Bank of Toronto at Preston to await the arrival of the bank staff, but when the caretaker entered the premises, shots were fired at him and the strangers withdrew. The Canadian Bank of Commerce at Ayr was held up by two armed men on May 9, and the bandits escaped with \$75,000 in cash and bonds. For these robberies Ulysse Lauzon and Joseph B. Peltier of Windsor were sought. Peltier was arrested in Winnipeg and returned to the Waterloo County Jail in Kitchener by Inspector Kennedy of the CIB, and when Lauzon was arrested, the two men awaited trial there. In the early morning hours of July 19, the two prisoners sawed the locks from their adjoining cell doors, then sawed their way into an outer corridor, through a window bar, and through the lock of a steel mesh window into the prison courtyard. Climbing a lightning arrester, they were able to go over the wall into the street where they stole a car and disappeared into the darkness.

Even as the authorities sent circulars to every law enforcement agency in Ontario and Quebec, to Buffalo, Detroit, and New York, Peltier and Lauzon had already embarked once again on their chosen road to riches. They raided the bank in Port Perry again on

August 6 and took away with them nearly \$3,000 and two bank revolvers. It was on August 20, at the small village of Bath, that they finally hit their jackpot; after tying the wrists of the bank staff, they made off with \$11,000 in cash and nearly half a million in bonds and securities. Said to be the biggest bank holdup in Canadian crime annals, it was not to be profitable to the robbers for long. Continuing the crime wave in Quebec, Joseph Peltier was shot in the back by a bank employee and captured when he tried to cash some stolen bonds in Montreal. Three hundred thousand dollars worth of bonds were recovered near a cottage in the Chicoutimi area of Quebec. The hunt for Lauzon was intensified, and he was finally arrested at a racetrack in Prince Edward Island with his wife and Walter Koresky, another member of the gang.

The three men were tried in Kingston on November 1, 1945, and Peltier and Lauzon were each sentenced to thirty-five years in the penitentiary. According to Commissioner Stringer's annual report for 1945, "The arrest and sentence ... brought to an end the worst epidemic of bank robberies ever to occur in this Province."<sup>4</sup> A number of provincials were commended by Stringer for their part in bringing the crime wave to an end: Inspectors Lougheed and Kennedy, Sergeant W.D. Duncan and Provincial Constable L. Neil of Windsor, Provincial Constables W.E. Smith and J.A. Morden of Napanee, and Provincial Constable T.H. Trimble of Ottawa.

The provincial police had not heard the last of Ulysse Lauzon. On August 18, 1947, a daring escape from Kingston Penitentiary started a manhunt which was to encompass most of North America. Three hardened convicts, who were serving lengthy terms of imprisonment for violent crimes, were once again at large in the community. Lauzon, Donald 'Mickey' McDonald, a Toronto bank robber, and Nicholas Minnille, who had been convicted of armed robbery and kidnapping near Ottawa, became the best-known and most wanted fugitives in Canada, and the police in many areas were kept busy for many months running down reports of sightings. Minnille was apprehended during a drugstore holdup in Los Angeles in 1948 and sent back to Kingston Penitentiary. Ulysse Lauzon was the victim of a gangland killing in July, 1948, and his bullet-riddled body was found on a highway near Pascagoula, Mississippi. Reports that Mickey McDonald had been seen taking off in a seaplane at Oakville, holidaying in Wasaga Beach, playing the tables at Las Vegas, and living in a summer home at Shanty Bay near Barrie all came to naught and he continued to evade arrest.

Not all armed and violent robberies occurred in the banks of the

province. Shortly after five o'clock on the morning of November 26, 1946, three masked, armed men climbed through the bedroom window of Mrs. Bertha Thomas, the owner of Thomas' Edge-water Inn at Riverside, near Windsor. Mrs. Thomas was dragged from her bed, beaten, kicked, and threatened, then forced to open the safe from which some \$4,000 was stolen. A complicated alarm system had been rendered ineffective. Bertha Thomas's roadhouse had gained international repute during the heyday of rum runners along the Detroit River in the 1920s, when it was considered the most fashionable of the riverside inns. A favourite of Detroiters, the establishment boasted hidden passageways and storage rooms where illicit booze could be hidden from the temperance officers, and the hotel was equipped with an alarm system of buzzers connected with other roadhouses to warn of impending raids.<sup>5</sup> Mrs. Thomas made a fortune in those days, so it was said, and it is ironic that she should fall prey to evaders of the law which establishments such as hers had helped spawn; she was let down by the failure of an alarm system designed to warn lawbreakers of the presence of peace officers. Bertha Thomas recovered from her injuries, and two of her assailants were brought to trial. Angus Robinson was sentenced to twelve years and ten strokes of the strap, and Mike Kosowen was imprisoned for eight years.

## 4

On the labour scene, a number of strikes caused such disruption of the peace that large numbers of provincial police were required to set aside their routine duties and gather in various centres of the province. At the Ford Motor Company in Windsor, eleven thousand workers laid down their tools when Local 200 of the United Automobile Workers of America (CIO) called a strike on September 12, 1945. As the direct result of excessive picket militance (Staff Inspector Killing, on the scene, reported more than six thousand strikers at company gates), the Windsor police commission sought provincial assistance, and in November, the attorney general sent in a combined force of 105 provincial police officers and 105 RCMP under the command of a staff inspector of the provincial police. In protest, the strikers forcibly commandeered all cars, trucks, and buses in the neighbourhood and completely barricaded all streets leading to the company's main office building. Eventually, after several confrontations and further disruption of business in Wind-





*The strike at Ford in Windsor, 1945. Strikers barricaded the streets with seized cars. (Windsor Star/Windsor Public Library)*



sor created by sympathy strikes, the dispute was settled and on December 20, the police were withdrawn. Many of the provincials who had served on the special duty were recently returned war veterans who were permitted leave to spend their first Christmas at home since returning from overseas.

Widespread walkouts in several locations in Ontario in May, 1946, by members of the Canadian Seamen's International Union crippled shipping on the Great Lakes. Crews abandoned their ships on arrival in ports, and passengers and urgently needed materials were left stranded. Violence grew daily as strikers armed themselves with staves and belligerently prevented the embarkation of replacement crews. The Welland Ship Canal was virtually taken over by the striking seamen, and when local police forces in the Niagara peninsula found themselves unable to cope, a detachment of fifty-three provincial officers was assigned to assist. Mounted police officers were sent to the area as well. As the strike grew almost daily, the special detail of police was increased to 194 officers, 142 of them provincials.

When a dozen seamen seized the ships *City of Windsor* and *City of Hamilton* in the St. Lawrence Canal Waterway near Cornwall on June 3 and did considerable damage with fire axes, the Cornwall board of police commissioners asked the Province of Ontario for help. Sixty-three members of the Ontario Provincial Police were sent to Cornwall to reinforce the local police and a detachment of RCMP already there. There was much violence wherever ships were stranded, and militant strikers were much in evidence. When the matter in dispute was finally resolved on June 24, the Commissioner of Police for Ontario dubbed the strike "one of the most costly disputes experienced in the industrial history of Canada."<sup>6</sup>

Not surprising, then, that the provincials could send only a few men to assist the New Toronto police in May, when the fourteen hundred employees of the Anaconda-American Brass Limited went out on strike. When the seamen went back to work, however, the provincial detachment at New Toronto was increased to seventy-nine. The union increased the number of men on the picket lines, and despite pleas for union cooperation in dispersing the belligerent mass of strikers, the response was to defy police authority. The police then commenced to disperse the crowd by force and following a melee, arrested four picketers. Before they were able to remove their prisoners, however, the police car was attacked and damaged before the strikers could be overcome. Two union officers were charged by police for watching and besetting and this seemed

to cool the situation. The dispute was finally resolved, and the employees went back to work after five months.

An even greater involvement in strike duty was yet to come. Although the seamen's walkout had been resolved in June, many provincials were still at the New Toronto dispute when the United Steel Workers of America called a strike at the huge Steel Company of Canada works in Hamilton in July, 1946. Considering the operation of the plant a matter of national interest, the federal government appointed F.B. Kilbourn to manage the works and ordered the men to continue work while the company negotiated with the union. The union chose to ignore the edict and all but twenty-five hundred workers obeyed the strike call and left the plant. Soon, the intimidation of the still-working employees became so widespread that the Hamilton Police Department was unable to maintain law and order. Chief Constable Crocker sought help from his police commission, and the government responded. Attorney General Blackwell sent 214 provincials under Staff Inspector Doyle—more than a third of the entire provincial police force and a number the minister even then deemed insufficient under the circumstances; he requested additional men from the federal government. The Minister of Justice in Ottawa sent 225 officers and men of the RCMP to Hamilton, where they were quartered at the Army Trades School on Kennilworth Avenue. The provincials were accommodated in navy barracks at H.M.C.S. *Star*, where they remained for forty days. During the strike duty, Commissioner Stringer took advantage of having so many of his men gathered in one place to order a formal inspection and march-past parade. When the strike was finally concluded early in October, the police officers returned to their detachments to continue their regular duties—briefly. Twelve days later, sixty provincials were rushed to the Cochrane District when bushworker members of the Lumber and Sawmill Workers Union went on strike and threatened violations of the law.

The force detail was divided and located at Timmins, Hearst, and Connaught, and the officers were on hand when more than a hundred strikers left Hearst in trucks to visit bush camps to persuade workers to join the strike. When non-union workers were brought in by the sawmill management, a number of strikers attacked one sawmill, intent upon damaging the equipment, but were frustrated by the police, and nine men were arrested. Three days later, some forty strikers attacked bush camps operated by the Driftwood Lumber Company, forced workers to abandon the camps, and took over camp offices, dining rooms, and other facil-

ities. In the Thunder Bay District, the bushmen's strike affected some fifteen companies engaged in timber operations in remote, difficult-to-reach areas, and forty-one provincials were gathered in Port Arthur to be available to do what they could. Four hundred striking bushmen congregated for daily meetings in Geraldton in the Finnish Hall, where a large picture of Joseph Stalin decorated the exterior.<sup>7</sup> Bushmen at Hurkett erected road barriers preventing access to the Great Lakes Paper Company properties, and workers of that company were confronted in their mess hall one morning by a group of eighty strikers giving the employees but ten minutes to vacate the camp. The provincials responded to all strike activities until the matters in dispute were finally resolved.

The Canadian Seamen's Union went on the rampage again in 1948, when the Canada Steamship Lines and the Sarnia and Colonial Lines refused to recognize the CSU as the sole bargaining agent for seamen on the Great Lakes. The union president in 1947, J.A. 'Pat' Sullivan, had resigned in March of that year because, as he contended, the interests of organized labour were being subverted by communists. Later in 1947, Sullivan had organized the new Canadian Lake Seamen's Union which the CSU alleged was a company union. In April, at Thorold, the S.S. *Glenelg* was illegally boarded by some fifty CSU strikers armed with clubs, but the raiders were trapped when the canal lock operator, seeing the



*Provincial Police on strike duty at HMCS Star in 1946.*



onslaught, let the water out of the lock and stranded the ship. Thorold police, along with both provincials and mounted police, made forty arrests. In June, at Thorold, another party of strikers boarded the S.S. *Battleford* and forced the unlicensed crew aboard to abandon the vessel. Similar raids were conducted by strikers who boarded the S.S. *Laketon* at Thorold and the S.S. *Royalton* at Port Colborne. Crews of other vessels were ambushed enroute to and from their ships and brutally beaten by strikers armed with baseball bats and iron pipes.

The police were vilified for allegedly protecting strike-breakers and persecuting the CSU, and the union appealed for a mass demonstration at the Welland County Jail to help free seamen being held there. On the evening of July 16, 1948, some six hundred protesters held a meeting in Welland and three hundred of them marched to the jail, where they were dispersed with some difficulty. For his part in this attempted insurrection, Danny Daniels, publicity agent for the CSU, was arrested and convicted of counselling unlawful picketing. Others, including a CSU director, were also convicted, and some were sent to prison.

In Point Edward, on July 14, striking seamen attempted to board the Canada Steamship Lines vessel *Lethbridge*, which was tied up at the CSL dock. Resisted by the first mate, A. Huston; the men set upon him and then, when he went for a tear-gas pistol, retreated to the stern of the ship. Huston tried to use a steam hose on the pirates. Meanwhile, the chief engineer, Melville Murphy, had fired his shotgun at men attempting to board the ship. The fleeing seamen were taken into custody by police and suffering from shotgun wounds, were taken to hospital in Sarnia. Chief Constable Peden had called for the assistance of the provincial police in Sarnia.

The provincials had already been involved in a lengthy industrial dispute in 1948 when sixty-five members of the force under a staff inspector were called in to assist the Town of Leaside police at the Rogers-Majestic plant in February. The detachment was withdrawn in March, but forty officers were again assigned to the strike in May when violence flared up again and they remained until the last part of July.

When bush fires broke out in June, 1948, at a lumber camp about three miles from Hornpayne, 150 men from Marathon Camps at Stevens on the CNR line between Hornpayne and Longlac were brought to the camp to fight the fires. Most of the men were French Canadians who resented being quartered in the steam-



baths, workshops, and other improvised accommodations, while the regular camp workers, who they declared were "Displaced Persons," enjoyed the relative comforts of the bunkhouses. Reinforced with copious amounts of beer consumed in the Hornpayne beverage rooms, the disgruntled set out to dispossess the "DPs." Armed with whatever weapons they could lay their hands on, the men commenced to clear out the bunkhouses on their return to camp at midnight. Several of the occupants required medical attention for their injuries. When the provincial constable from Hornpayne was called to the scene, he was met by fifty to sixty angry, milling French Canadians, and when he called for assistance, four provincial constables were flown in from Sault Ste. Marie, while other officers came from Foleyet by freight train. After making ten arrests, it was learned that the "DPs" were, in reality, mostly high school students who had been hired for the summer. Only one person, the most seriously injured, was found to be a displaced European who had recently been relocated in Ontario.

## 5

In September, 1945, the government of Ontario applied to the Canadian Radio Technical Planning Board in Ottawa for the assignment of radio frequencies for provincial police use. It had finally been decided to provide the force with a modern means of communication which was already enjoyed by a number of municipal police forces. The challenges were great, considering the wide deployment of policing services provided by the provincials, but modernization of the force itself was deemed essential by the commissioner, and an up-to-date radio system a necessity. The latest development in radio transmission and receiving, frequency modulation (FM), seemed to meet the need for the installation of radios in at least some of the provincial police force's two hundred patrol cars. It was speculated that the cost of such a program might exceed one million dollars, which would almost equal the entire budget of the provincial police for a full year.

The cautious Ontario legislature voted half a million dollars on March 4, 1946, "...for installation of a modern Frequency-Modulated radio communication system for the Ontario Provincial Police."<sup>8</sup> The services of Professor J.E. Reid as engineer and consultant were retained immediately, and the survey of requirements for the southern part of the province was under way. By August,

the specifications had been decided upon and submitted to six of the major radio manufacturers of the province for tender, and on November 23, the tenders were opened by Commissioner Stringer. By an Order-in-Council of January 30, 1947, the government entered into an agreement with the Canadian General Electric Company for the supply, installation, and maintenance of the new system. The plan called for a control station to be located in the general headquarters of the force in Toronto and 250-watt stations to be established in the headquarters of nine districts in Southern Ontario. Because of the locations chosen as suitable for radio, some of the district headquarters would be relocated, and thirty 60-watt stations were to be installed in major detachments where they would serve specifically defined geographic areas. The district headquarters for relocation were:

- No. 1 District at Chatham, rather than Windsor
- No. 3 District from Hamilton to Dundas
- No. 5 District headquarters to move from the Parliament Buildings in Toronto to Aurora and
- No. 6 District to be located at Mount Forest rather than Kitchener.

To serve other larger-than-normal areas, it had been decided to position the larger 250-watt stations at Peterborough and near Cornwall or Casselman. In anticipation of the need for more office space for a radio station, and because of the already cramped accommodation at the Parliament Buildings, which had been used as force headquarters for many years, general headquarters of the Ontario Provincial Police moved on October 15, 1946, into a stately old mansion at 13 Queen's Park Crescent, until recently occupied by the Academy of Medicine. There, the commissioner and his staff, as well as the CIB, would have their offices, and a radio room would be provided. The removal of No. 5 District headquarters to a location remote from general headquarters necessitated the assignment to GHQ of a detachment of seven provincial constables under Sergeant W.C. Oliver for security and local inquiry.

On March 1, 1947, Provincial Constable T.H. Trimble of Cobourg was promoted to inspector and given charge of the newly created Radio Communications Branch and began working with Professor Reid to bring the new communications system into operation. The district headquarters to be relocated in Chatham,



*The new Headquarters at 13 Queen's Park Crescent. (Ontario Archives, Acc. 11481-20)*

Dundas, and Mount Forest were moved during the summer months and finally, on November 27, the first district headquarters radio had been installed at Aurora. At 3:00 P.M., Commissioner Stringer broadcast the first police radio message from the Queen's Park radio room—the Dispatch Office. By the end of the year, radio equipment had been installed in seven fixed-station locations and in 158 cars.

The year 1948 saw the completion of radio equipment installation in Southern Ontario. It had been decided in 1947 to increase the number of police districts to coordinate the communications program, and new district headquarters were created where the 250-watt stations had been installed—in Peterborough and in Cornwall. This compelled district renumbering, and with the new district created in the north in 1947 with headquarters at Cochrane, the districts now numbered sixteen. Peterborough became No. 8 District, Belleville No. 9, Perth No. 10, Cornwall No. 11, Haileybury No. 12, Sudbury No. 13, Cochrane No. 14, Port Arthur No. 15, and Kenora No. 16. The district commanders in 1948, in numerical order of districts, were: W.A. Scott, C.A. Jordan, A.R. Knight, C.F. Airey, E. Hand, A.J. Craik, R. Cox, E.V. McNeill, W.A. Page, T.W. Cousans, S. Hunter, S. Oliver, T. Wilkinson, A. McDougall, P.T. Hake, and H. Storey.





*Provincial Police radio. Commissioner Stringer makes the first broadcast while Deputy Attorney General C. Magone looks on. (Toronto Globe and Mail)*

When the radio system was considered complete at the end of 1948, there were forty-one stations and three hundred two-way radio-equipped cruisers, one of the largest police FM radio systems in the world. In March, 1948, William J. McBride was promoted to corporal and in April was assigned to the Radio Communications Branch as chief dispatcher. Following the lead of state police forces in Michigan and Indiana, the force chose a new, magnetic map system for district headquarters radio rooms. The radio dispatchers, all of whom were provincial constables, were provided with the new, innovative maps of their respective police districts, showing highways and country roads and the numerous towns and villages. The maps were mounted on steel backing, and small, powerful red magnets which represented police cruisers were positioned on the maps according to their reported locations. With the applicable department car number on each magnet, a dispatcher would know at a glance where his units were located. Each dispatcher also maintained a complete log of radio messages.

Seemingly, every eventuality had been foreseen to make the system as foolproof as possible. It was a surprise then, to discover that the Missouri State Police used the same radio frequency as the one assigned to the Ontario Provincial Police. While the considerable distance between the two forces would be expected to negate the



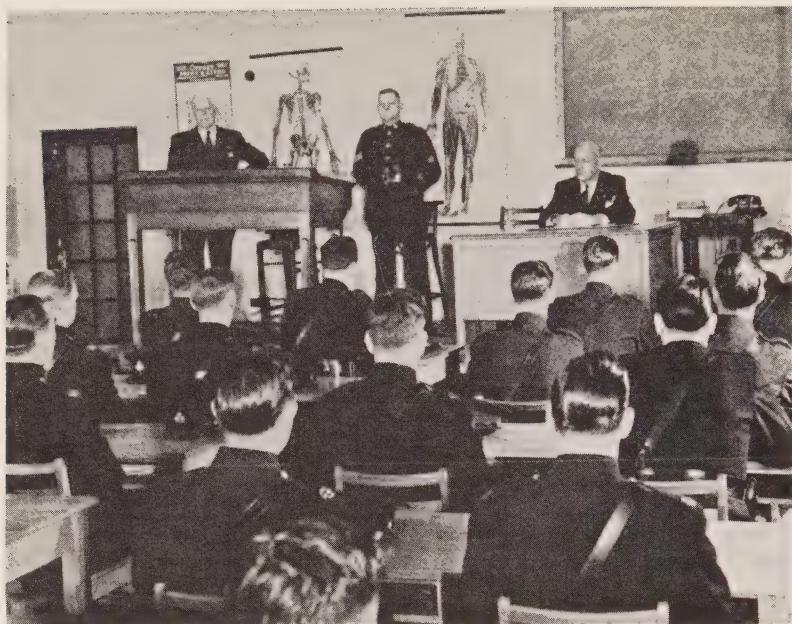
likelihood of interference, there were occasions when atmospheric conditions would make the reception of American broadcasts so strong that they completely cut out Ontario transmissions. Not only was this disconcerting, but was at times frustrating. The Missouri troopers, too, suffered the same inconvenience, as illustrated by their radio conversations so clearly intercepted.

The system, however, was an immediate success, and during the first full year of operation, more than two hundred thousand messages had been logged. Nearly every constable had a story to tell of the advantages of having, at long last, a rapid means of communications, and during that year, fifty-seven criminals were caught at the wheels of stolen cars solely through the use of radio. Bank robbers were apprehended within minutes of committing their crimes, and the ability of pursuing police to radio ahead for road blocks and other pursuit assistance brought many lawbreakers to justice.

## 6

The Provincial and Municipal Police Training School closed down in 1944. The Ontario Provincial Police had established a force training school at general headquarters in the Parliament Buildings, where new recruits underwent a course of training before being posted to their detachments, and under the direction of Staff Inspector Moss, the school was relocated in a room at 13 Queen's Park Crescent when headquarters was moved in 1946. Endeavouring to provide some form of training to smaller and, in some cases, newly formed municipal police forces, Moss also set up a special school at the Royal Canadian Navy barracks in Port Arthur and in Kitchener in 1948. A further refinement in police training was offered in 1947 when the School of Legal Medicine at Harvard University in Cambridge, Massachusetts, invited the provincial police to send a representative. Inspector W.H. Clark of the CIB was the first member of that branch to attend the seminar in homicide investigation. Over the ensuing years, almost every inspector of the force's criminal investigation unit would attend this training and thus become a member of the prestigious Harvard Associates in Police Science.

The Criminal Investigation Branch was strengthened in the late 1940s to cope with the post-war upsurge in crime, and by the end of 1948, Chief Inspector Ward had twelve inspectors on his team:



*The Training School at Headquarters.*

E.C. Gurnett, W.J. Franks, W.H. Kennedy, A. Macleod, G. Mackay, W.H. Lougheed, F.C. Kelly, L. Neil, T.R. Wright, C.W. Wood, W.H. Clark, and R.H. Wannell. Provincial Constable E.F. Wright, who had served with the CIB as photographer and identification officer since as early as 1938, had enlisted in March, 1943, and during his absence, Provincial Constable G.M. Keast served as the CIB photographer in 1944 and 1945. Wright returned to duty in March, 1946, and remained with CIB until 1947 when he transferred to the Treasury Department and his place was taken by George Long. Officially titled "photographer," Long had served the CIB as a clerk until 1946 when he was "promoted to the rank of Constable on the Ontario Provincial Police Force."<sup>9</sup> During 1946, the branch had been provided with new, up-to-date photographic and fingerprint equipment, including darkroom facilities. The CIB also benefitted from the availability of the Medico-Legal Laboratory located next door at 11 Queen's Park Crescent, which, under the direction of Miss Verda Vincent, a chemist, was considered "equipped to deal with any chemical problem arising out of crime."<sup>10</sup>

## 7

Crimes of the most savage and cruel nature were not unknown to inspectors of the provincial police CIB, who were continually exposed to cases of murder, rape, and violence, but few experienced more barbarous crimes than did C.W. Wood in 1946. The inspector was sent to Hamilton in March of that year when a male torso, clad only in underwear, was found by schoolboys near Hamilton, and the crown attorney had asked for the CIB. Sergeant C.W. Farrow and Provincial Constable L.F. Mattick of the Hamilton detachment had been called to the Mountain Scenic Drive at Albion Falls on March 16 to recover a torso devoid of head and limbs, and to embark on the investigation of one of the most bizarre murders of the century.

Identification of the dead person was the first step, and Wood sought the assistance of the Hamilton Police Force in checking those persons who had been reported missing in the city. It was soon learned that John Dick, a thirty-nine-year-old motorman employed by the Hamilton Street Railway, was the subject of their investigation. He had been reported missing some ten days earlier by a relative with whom he had lived since separating from his wife Evelyn some months before. According to the relative, the victim of the crime had indicated that he was to meet his estranged wife on March 6 to discuss a legal separation. The investigators learned that Dick had reported for work that morning at the car barns, and after collecting his ticket punch, coin changer, and a supply of fare tickets, had left for his rendezvous. He had not been seen again.

When Wood and his team, along with Hamilton police officers, went to see Evelyn Dick at the home of her parents, Donald and Alexandra MacLean, they took with them a warrant to search the premises. A number of bloodstained street railway tickets, a coin changer, and other items found suggested strongly that Dick had been there the day he disappeared. Mrs. Dick was taken downtown and made a statement to the police. When officers returned to the MacLean house to search further, they found a suitcase in the attic which contained the cement-encased body of a very young child. Warrants were obtained and both MacLeans were arrested, as was William Bohozuk, a boyfriend of Evelyn Dick and the alleged father of the dead baby. Mrs. Dick, at this stage, had been interviewed again and stood charged with vagrancy.



Dr. William J. Deadman was the pathologist in Hamilton who performed the autopsy on the torso and who joined with police officers in the search for additional evidence. In the garage behind the MacLean house, bloodstains suggested that the body of Dick may have lain there, and the discovery of saws and other tools suggested that the body might have been dismembered there as well. When the furnace in the basement of the house was examined, the investigators found teeth and bones of human origin, consistent with the missing limbs of John Dick. Evelyn Dick was charged with the murder of her husband, as were her parents and Bohozuk.

The police officers painstakingly amassed evidence to support the Crown case, including the finding of the car allegedly used in the commission of the crime. Mrs. Dick gave additional statements and conducted the investigators on a tour of the area where the torso had been found, pointing out locations where her husband's clothing had been thrown from the car. At the preliminary hearings, the charge of murder against Alexandra MacLean was dismissed, but she was charged as a material witness and released on bond.

The trials began in the Supreme Court of Ontario at Hamilton before Mr. Justice F.H. Barlow on October 7, 1946. Mr. T.J. Rigney, the crown attorney from Kingston who had been appointed special crown prosecutor, moved at once to have Evelyn Dick tried separately and this was granted. When the Crown's case had been submitted, including the several statements made by Mrs. Dick, which were ruled voluntary and admissible by the judge, the defence chose not to call any evidence, and the case went to the jury. On October 16, before a packed courtroom, the jury returned the verdict of guilty. Evelyn Dick was sentenced to be hanged on January 7, 1947. When her appeal was launched, the trial of her two alleged accomplices was put over, and they remained in custody.

The appeal was heard on January 9, 1947. The court ruled that the trial judge had erred in ruling the appellant's statements admissible and ordered a new trial for Evelyn Dick. Represented at her second trial in Hamilton by Toronto lawyer John J. Robinette, who had acted for her on appeal, Mrs. Dick on this occasion stood before James C. McRuer, the Chief Justice of the High Court of Ontario. Bound by the ruling of the Court of Appeal, McRuer declared the defendant's statements to police inadmissible as evidence against her, and despite the preponderance of other evidence, the jury returned the verdict of not guilty.

Four days after her acquittal, Evelyn Dick again appeared in court



before Mr. Justice A.M. LeBel charged with the murder of her infant son, Peter David White MacLean, and was committed for trial. On March 24, 1947, she was found guilty of manslaughter and sentenced to ten years in the penitentiary.

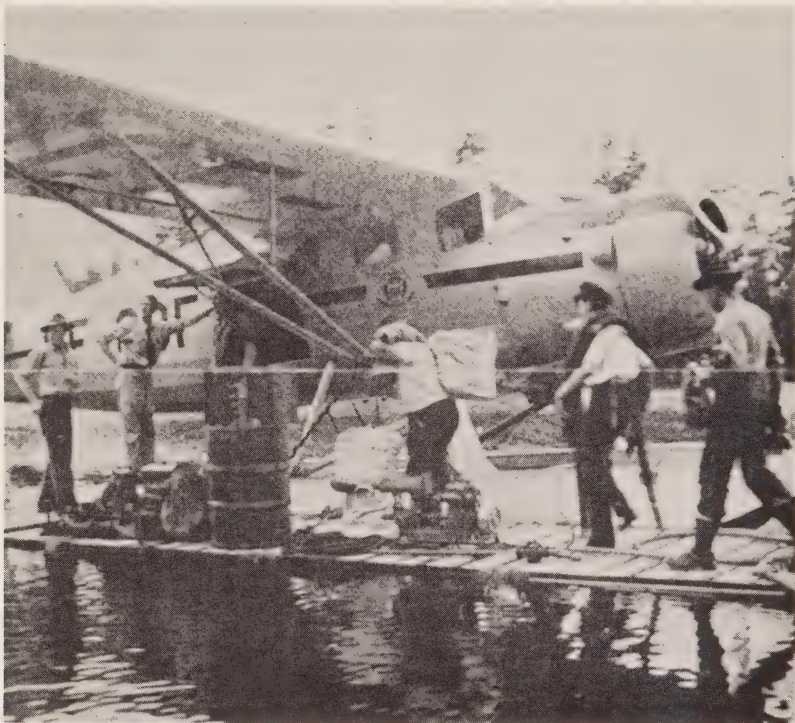
Her father, Donald MacLean, pleaded guilty to being an accessory after the fact in the murder of John Dick and was imprisoned for five years. William Bohozuk, charged in both murders, left the court a free man when Evelyn Dick refused to testify against her erstwhile lover.

The cooperation between the provincial police and the Hamilton force in this case, particularly between Inspector Wood and Detective Sergeant Clarence Preston, illustrated the dedication of police officers to the solution of crimes.<sup>11</sup>

## 8

The Ontario Government Flying Service had been providing access to remote areas of the north for a number of years before the Second World War, and the provincial police had become quite dependant on this mode of transportation in the vast northern districts. Bush pilots, too, had occasionally carried provincial constables when their services were needed in some of the more inaccessible places. One member of the force decided in 1940 to learn to fly and in that year was granted a civilian pilot's license. Provincial Constable Leland G.A. Walker was stationed then in Englehart and acquired his own airplane, a gypsy moth. When Walker was transferred to Larder Lake, he was unable to take his plane with him, as it had been demolished on a takeoff when it crashed into a building. Fortunately for Walker, he had not been the pilot. His friend, to whom he had loaned the aircraft, fared better than the plane—he survived.

On January 6, 1947, Walker's help was sought by the RCMP constable from Kirkland Lake, Robert Ford, who wished assistance with the return of a prisoner from Beaver House Lake. At that time of year, the only feasible means of reaching that outlying post was by air, but there were no aircraft in Larder Lake capable of carrying more than two persons, including the pilot. The problem was resolved when John Lamont, the operations manager of Leavens Brothers airbase there, agreed to fly the mounted policeman to Beaver House Lake with Walker alone following them in another Leavens Brothers aircraft to bring back the prisoner. When the



*Ontario Government Flying Service, 1948. (Government Services, Ontario Division of Public Information)*

flyers arrived at their destination, however, they learned that the prisoner had absconded, so Walker flew back to Larder Lake, arriving at about 3:20 P.M. When daylight began to fade at 4:30 P.M., there was no sign of Lamont, who had planned a brief stop enroute, and as local pilots began to feel concern for his safety, Walker refuelled the aircraft and once more set out for Beaver House Lake. When Lamont's plane was not seen there, Walker began a search in the fast-approaching dusk, but suddenly the engine of his craft began to emit great clouds of black smoke from the exhausts, and carburetor icing was apparent. Having no other choice, Walker aimed for and safely landed on a small lake, cutting off the tops of small spruce trees as the plane swept in to land on the snow. It was fifteen degrees below zero, Fahrenheit.

Tearing the kapok stuffing from the aircraft seats, the provincial padded his inadequate clothing as best he could to keep warm and spent the night in the plane. When daylight came, so did deteri-

orating weather, and a blizzard kept visibility to less than one hundred feet. Walker pried the aircraft compass loose with his jackknife and being fairly certain of his location, set off toward Larder Lake. After some time, he came across a trapper's cabin, broke in, and was able to shelter there for the remainder of that day and night. A radio in the cabin conveyed to Walker the concern in the area for his predicament, but he was unable to do anything to allay the worry of his wife, who continued to man the telephone at the Larder Lake detachment in his absence.

In the meantime, John Lamont had returned safely to Larder Lake shortly after Walker's departure and led the widespread searches for his downed friend. On the morning of January 8, Lamont sighted Walker some five miles from where he had also seen the abandoned aircraft and put down on the lake to rescue a very happy provincial constable. The borrowed aircraft was also recovered with the only serious damage being to the upholstery.

Walker had not been discouraged and continued to enjoy flying. He bought a new Finch biplane for himself later in 1947, but when he let another pilot fly it, his enjoyment was short-lived. Taking the new craft to Sudbury for summer landing gear installation, a friend, J.A. Parr, landed on ice-bound Ramsay Lake, then taxied through a hole where ice-cutting had been in progress. Although Parr escaped, the aircraft settled in sixty feet of water.

## 9

Accommodation was so difficult to find in 1946 that newly promoted Corporal J.S. McBain, on arriving in Fort Frances, was obliged to take over the tiny detachment building for a home for himself and his family. He moved the police post equipment to the courthouse and occupied the premises with the two cells serving as bedrooms. Even in the southern and more densely populated part of Ontario, there had been no building of consequence during the six years of war, and the demand for housing increased greatly as men returned from overseas, and newly-married couples sought homes. For those fortunate enough to secure accommodation, they expected to spend as much as half their income for shelter alone. To cope with the immediate postwar inflation, the salary of provincial constables was increased by the granting of cost-of-living allowances so that a newly-appointed probationary earned \$1,600 plus \$180 cost-of-living allowance annually in 1948, and a prov-



incial constable in the first class bracket was paid a total of \$2,340 per year.

The Anti-Gambling Branch under the leadership of W.G. Tomlinson, who was later promoted to inspector in November, 1947, had been moved from Surrey Place to offices at 112 College Street in Toronto in 1946. In addition to suppressing illegal gambling operations in the province, the branch was also charged with crushing a growing problem of common bawdy houses—places of prostitution. When local police in one Niagara peninsula community were accused of permitting such places to operate without interference, the provincial police branch raided premises in Thorold Township in late 1947. In one house, the keeper, another man, and three girls were charged and all were sent to jail. William Ciampi was arrested when his house was raided and he was charged with being a keeper of a common bawdy house. He had also been armed when arrested and he, too, was sent to jail, along with two of his girls. Disenchanted with the local police force, the township entered into an agreement with the province for policing by the Ontario Provincial Police.<sup>12</sup>

## 10

Essex County was the scene of a devastating tornado in 1946 which claimed seventeen lives and accounted for an estimated half million dollars in property damage. The storm struck at 6:00 P.M. on June 17 just as families were sitting down together for the evening meal, and cut a swath several hundred feet wide through Ojibway and Sandwich Township, narrowly missing the densely-populated City of Windsor. The chaos was awesome, and all available police, firemen, Red Cross and hospital workers were rushed to aid the many injured and homeless. The provincial police were summoned to help and provided a team of thirty-one officers, despite the absence on strike duty of a majority of those stationed in the area.

Another dreadful loss of life occurred the following year when two steamships collided in the St. Lawrence River, and the Ontario provincials joined with New York State troopers to aid in the aftermath. The S.S. *Milverton*, a coal carrier, rammed the oil tanker S.S. *Translake* in The Narrows east of Iroquois, and the crude oil from the ruptured tanker spread quickly over the water, then exploded into fire. Although the crew of the tanker remained safely aboard their ship, those aboard the *Milverton* who were uninjured after the



crash jumped into the flaming waters and twelve of them forfeited their lives.

On June 11, 1948, Provincial Constable George Yuile, who was stationed at Brampton, died of injuries he had sustained in an automobile accident during his tour of duty four days earlier.

## 11

The postwar era of the Ontario Provincial Police, it might be said, came to an end in the summer of 1948, when on June 7, a provincial election resulted in a new provincial government leader. George Drew's Conservative Party was returned but Drew suffered a personal defeat in his own riding and on October 19, resigned from the party leadership. To take his place until a party convention should choose a new leader, a caretaker premier was named: Thomas L. Kennedy, formerly the Minister of Agriculture.

The last act of the part played by the provincial police in the war had occurred in January, 1948, when Commissioner Stringer was awarded the King Haakon VII Cross of Liberation by the Norwegian government in Oslo, in grateful recognition of the cooperation that had been enjoyed between the provincials and Norwegian servicemen stationed in Ontario during the war.

# 14

## *Long Service and Good Conduct*

On April 1, 1949, Newfoundland became Canada's tenth province, and the colonial police force, the Newfoundland Rangers, was disbanded in favour of RCMP provincial policing. In Ontario, the Progressive Conservative party named a new leader to assume the premiership from Thomas Kennedy, who had served since the resignation of George Drew in 1948. Leslie Miskampbell Frost, a lawyer from Lindsay, became Ontario's sixteenth premier and appointed Dana Porter, KC, as his attorney general.

By 1949, the Queen Elizabeth Way between Toronto and Hamilton had been completed as a modern, four-lane highway, and plans for new superhighways to extend from Windsor to the Quebec border and from Toronto north to the Muskoka resort areas were well advanced. Ontario had more than 800,000 registered motor vehicles and more than a million tourists were entering the province each year; the demand on the provincial police to provide increased services grew as the highway system expanded.

The Police Act of 1949 called for changes in policing in Ontario that affected the provincial force in the provision of services to municipalities. The costs of policing under contract were firmly established by statute to preclude the possibility of municipalities disbanding their police forces in favour of a cheaper provincial service. All existing contracts were nullified, and new applications for service were invited. By the end of the year, seventy-six municipalities were being policed by the Ontario Provincial Police, an increase of fourteen from the previous year, and 161 members of the force were assigned to municipal duties which included the enforcement of local by-laws, a service otherwise eschewed by the provincial police. A need had been created for additional manpower.

To meet the need, 262 new provincial constables were appointed in 1949, raising the strength of the force to 1,083 and surpassing

the thousand mark for the first time. By the end of 1952, despite concerns expressed over the number of those separating from the force, the strength had increased dramatically to 1,383, of which all but 120 were uniformed police officers. During the same period, though, 439 members resigned because, it was said, of the less-than-adequate salaries paid by the government.

The highway patrol capability was similarly increased to a total of 383 patrol cars by the end of 1952, in addition to the 77 units assigned to municipal duty detachments. Motorcycles were reintroduced for highway patrol by the provincial police in July, 1949, with the assignment of eleven officers to ride the new Harley-Davidson machines during the summer months for detachments at Port Credit, Whitby, Barrie, Bradford, Oakville, London, Dundas, and Niagara Falls. By the end of 1952, a total of thirty-seven motorcycles were providing summer patrols on provincial highways, but their effectiveness was limited by the lack of radios.

An intensive campaign was launched by the Ontario force to curtail speeders and others on the highways blamed for the increasing accident statistics, and every available vehicle was pressed into service, including unmarked cars manned by officers wearing civilian clothes. The motoring public of Ontario had become so accustomed to seeing the black and white cars of the provincial police, even though the vehicles had been in service for only a few years, that the use of unmarked cruisers was considered unsporting and a great furor ensued. The Toronto Board of Control took up the issue and publicly debated the methods of enforcement used; the *Toronto Telegram* reported that almost everyone, with the pos-



*Motorcycles were reintroduced in 1949. Inspection at the Queen's Quay Garage.*

sible exception of the highway motorists, defended the right of the provincial police to use unmarked cars to catch speeders. There were dissenters: Toronto Controller Lampert contended that "These highway patrols don't need to use sneaky methods. If they spent more time getting after defective vehicles, one-eyed drivers, or operators driving behind windows cluttered with doodads, there would be fewer accidents."<sup>1</sup>

One provincial constable on highway patrol, R.G. Morden of Sudbury, lost his life in an automobile accident on May 17, 1949.

## 2

In anticipation of the retirement of Deputy Commissioner William Killing in September of 1949 and to cope with the increasing responsibilities and strength of the provincial police, it was decided to increase the commissioner's administrative capability by appointing two deputy commissioners. Staff Inspector Edward T. Doyle, a member of the force since 1923, and Staff Inspector Arthur Moss were named to the ranks of deputy commissioner. Doyle was assigned responsibility for the transport, communications, anti-gambling, liquor control investigations, and traffic functions, while Moss was given charge of the branches responsible for personnel, stores, criminal investigation, and the staff office. F.B. Creasy was named senior staff inspector and E.V. McNeill and T. Wilkinson were promoted to staff inspectors.

Commissioner Stringer was not without other administrative support; during his tenure as commissioner he had come to rely increasingly on his senior clerk, Norman Phelps, who had first joined the provincial police as an office boy in 1927. Phelps had become, in effect, Stringer's aide and dealt with many of the routine administrative matters for the commissioner. As an indication of the value placed on the clerk's services, the public accounts records of the legislature show that his salary was increased by more than 150 percent between 1942 and 1950, while others, such as the chief inspector of the Criminal Investigation Branch, saw salary increases during the same period of between 35 and 40 percent. Donald T. Uttley assisted Phelps, while the chief accountant, J.J. Monkman, had W.S. Rhodes as his aide. The general office was manned by Provincial Constable P.R. Moss and civilian members P. Sneddon, J.F. Foley, J.W. Wade, H.R. Hales, B. Barlow, W. Baulch, L. Johns, E. Greenwood, and P. Mott.



The radio system under the guidance of Inspector Trimble had proved highly successful since its inauguration in 1946 and was responsible for the apprehension of many criminals. Commissioner Stringer was so impressed that he devoted a considerable portion of his annual reports to the attorney general to cite examples of the effectiveness of the system which handled 834,582 messages of a police nature in 1949 alone. When four men sped away from Lindsay following a disturbance outside a town restaurant, during which John Loucks was fatally stabbed, the provincial police used radio to order cars on patrol to set up roadblocks. A short time later, the provincials arrested the four men on Highway 7 north of Peterborough. When John, Paul, and James Zahodnick and William Yuzwa were taken into custody, they were found to be armed with an automatic pistol and three high-powered rifles. Yuzwa was charged with the death of Loucks and sent to prison.

The provincial police radio system again proved invaluable in 1950 when the Imperial Bank of Canada at Langton was held-up by a lone bandit who made off with \$23,000. It was 2:45 P.M. on June 21 when the gunman drove away from the bank, pursued by two local farmers who had been in the bank during the robbery. Ten miles from Langton, the bandit's car ran off the road and the pursuers stopped a few feet away, but a burst of machine gun fire immediately killed farmers Arthur Lierman and William Goddyn.



*Deputy Commissioners. A. Moss, left, and E.T. Doyle, right.*

The killer then walked to the Lierman car and fired again at the two men.

By this time, the provincial police radio cars had set up more than twenty roadblocks in the area, preventing any further flight by road, and some seventy-five police officers and more than a hundred local residents began one of the most intensive manhunts in Ontario history. Bloodhounds and aircraft were used, but although the quarry was sighted from time to time, the search was to last for three days before he was captured in the bush. He turned out to be Joseph Herbert McAuliffe of Windsor, a former gunsmith and an ex-army sergeant. His trial was held at the Norfolk County assizes in September before Mr. Justice R.W. Treleaven, and upon conviction on the charge of murder, the sentence of death was passed. McAuliffe was hanged on December 19, 1950.

The provincial police radio network continued to expand until, by the end of 1952, stations had been sited in No. 14 District headquarters in Timmins, where it had been transferred from Cochrane, and as far west as Port Arthur. To provide for communications in the Kenora area, a radio telephone service was installed in patrol cars on a rental basis by Northwest Communications Limited.

The first portable "walkie-talkie" radios were acquired in 1950 to enhance the system by providing search, rescue, and raiding parties with heretofore unavailable communications. Radio installation was also extended to one of the two new provincial police cabin cruisers.

### 3

From the earliest days, the provincials had been responsible for policing areas of the province accessible only by water, such as the cottage areas, islands, and remote settlements in the north, but until 1949, had been forced to rely upon whatever craft were locally obtainable to provide the necessary transportation. In 1949, the government commissioned the construction of two cabin cruisers by the Shepherd Company of Niagara-on-the-Lake and by summer, took delivery of the twenty-two-foot craft for service on Lake Temagami and Lake of the Woods. Powered by 115-horsepower Chrysler motors, these craft were said to be capable of speeds up to forty miles per hour. Christened *Temagami* and *Kenora*, the new cruisers sported a recently-designed pennant of light blue and dark



*Provincial Police launch Manitou.*

blue, with the arms of the province within a circle bearing the words, "Ontario Provincial Police." The *Temagami* was equipped with radio.

In 1952, a third patrol vessel was added to the marine fleet to serve the Manitoulin Island area. The first force launch, the thirty-two-foot *Manitou*, was built by Lowe's of Killarney and launched at Little Current to patrol from St. Joseph's Island to the French River. The crew were Provincial Constables Walter Kotva and Glen Pringle, and an eighty-one-year-old former logging tugboat captain, Tom Boyter, was retained to act as mentor to the young constables.

The Ontario Provincial Police Training School continued to function at general headquarters at 13 Queen's Park Crescent in Toronto under the direction of Moss until late July, 1949, providing recruit training for applicants to the force prior to appointment as provincial constables. The Police Act, 1949, had provided for the creation by the Commissioner of Police for Ontario of an Ontario Police College to offer training for all policemen of the province, municipal as well as provincial. Premises were found in the summer of 1949 at Ajax, and a building formerly occupied by the University of Toronto was rented. The former staff building, Arbor Lodge, was to provide a lecture room for fifty students, staff offices,





*Ontario Police College, Ajax.*



*Ontario Police College Staff visited by the Commissioner. left to right: Provincial Constable A.H. Bird; Director W.H. Clark; Commissioner Stringer; Inspector W.C. Oliver.*



and for the first time in provincial police history, living accommodation and messing facilities for those attending. Administered by a staff appointed by the commissioner from the ranks of the provincial police, the college was officially opened on September 6, 1949, with a class of thirty-seven recruits. Wilfred H. Clark, an inspector of the provincial CIB, was appointed director of the college, and Sergeants W.C. Oliver and Albert Witts were promoted to inspectors and assigned as lecturers. Provincial Constable A.H. Bird was transferred to the academy from Kemptville detachment in January, 1950, to instruct in the use of firearms. Other lecturers were drawn from the office of the Fire Marshal, from the St. John Ambulance Association, and from various enforcement branches of the provincial police. Experts from the Department of the Attorney General and Professor Rogers from the University of Toronto were regular lecturers. Courses were modelled on the advanced training that had been presented at the old Provincial and Municipal Police Training School which had served Ontario policemen from 1935 to 1944. As an extension of the new college, other provincial police officers assisted as lecturers at a number of police training schools operated by municipalities such as those in Hamilton and Kitchener.

The lease on the Ajax premises expired after one year, and the college was moved to Toronto to two large houses at 291 and 295 Sherbourne Street which had previously been used as a provincial



*The Ontario Police College on Sherbourne Street in Toronto.*



*The College classroom.*

immigration centre operated by the Salvation Army. The larger residence, known as "Culloden", and a famous Toronto landmark, had once been the home of John Ross Robertson, the founder of the *Toronto Telegram*.

The college continued to offer training to municipal police officers, but apparently their communities became less willing to send them to a central institution where, it was claimed, they would learn of the salaries and working conditions of other policemen. As a result, the number of town and city officers attending the school fell off to such a degree that by 1952, of the 208 policemen trained there, 203 were provincials.

As before, new recruits to the Ontario Provincial Police were sworn in and provided with uniforms only after successfully completing training at the college. It was only then that the newly appointed officers would learn where in the province they would be stationed; some would resign from the force without even reporting to their assigned but unwanted posts. Customarily, it seemed, a married officer could expect to be sent to his home or adjoining district, while the single fellows were usually dispatched to the northern districts.

By 1951, the high-collared winter tunic had finally given way to the more comfortable garments with lapels as envisioned by Commissioner Stringer in 1941, and all officers were provided with blue shirts and navy blue ties. In summer, lightweight uniforms were worn, and tunics were dispensed with during hot weather, at the discretion of the individual district inspectors.

#### 4

In addition to providing contractual policing services, the provincial police continued to aid other municipal policing authorities in the province. The CIB, for example, provided a group of highly-trained and experienced experts who were called upon, usually by crown attorneys, to assist in the investigation of serious crimes, particularly in centres having smaller police forces. When a strike was called at Penman's Limited, in Paris, the uniform branch of the force responded when the local department was unable to contain the violence which broke out on the picket lines in January of 1949. A squad of twenty-four provincials led by Staff Inspector Creasy hurried to Paris where violence continued to such a degree that a further reinforcement was needed. The squad remained at



*The strike at Penman's in Paris. Part of the provincial police detail. left to right: T.R. Wright; J.A. McQueen; A. Lawrence; J.L. Whitty; C.W. Farrow; W. Gilling; H.D. Campbell; L.L. Shipley; A. Wilson; F.B. Creasy. (W. Gilling)*

fifty constables until peace was restored in April. Another detachment of twenty-one men under a staff inspector was required in Orillia to assist the police there at a strike at the Haywood Wakefield Industries plant in May.

In Windsor, in 1950, activities of the Anti-Gambling Branch revealed that gambling and vice were thriving, and the province was finally asked by local authorities to investigate allegations of local police corruption. Inspectors W.H. Loughheed and F.C. Kelly of the CIB later reported that their enquiries had suggested that big-time, gangland crime, controlled by a Detroit syndicate, was flourishing in Windsor. In their opinion, every policeman in the city must have been aware of this situation, as disorderly houses were operating even in close proximity to the police station. As a result of the inspectors' findings, Judge J.A. Gordon and Magistrate A.W. MacMillan resigned from the board of police commissioners and the crown attorney, E.C. Awrey, was retired on orders from Attorney General Porter.<sup>2</sup>

On December 2, 1950, simultaneous raids were carried out in both Windsor and Detroit by Ontario and Michigan police forces, and the operations of the bookmakers in Windsor were completely disrupted. To supplement the efforts of the Anti-Gambling Branch,



a special group of provincial police was transferred temporarily to Windsor on January 1, 1951, and the team from Chatham travelled to Windsor daily to conduct undercover operations against organized gambling. Sergeant Frank Scott led the unit which included Provincial Constables W.J. Shrubb, J.W. Pluck, G.E. Smith, and W.H. Armstrong, all of whom continued the duty until the end of October, when they were returned to the district headquarters in Chatham.

The chief of police of Windsor and his deputy chief were dismissed from the Windsor force by the newly appointed police commission, and a new chief constable was sought. Of some sixty applicants considered, District Inspector Carlton W. Farrow, stationed at No. 8 District, Peterborough, was selected and resigned from the provincial police on February 19, 1951, to assume his new post.

Other departments of government also called upon the provincial police for assistance. When the Department of Reform Institutions of Ontario sought police help to quell a violent disturbance at the Ontario Reformatory at Guelph on July 5, 1952, the force responded with 125 men under the command of T.H. Trimble, who had been promoted to staff inspector the year before. The strength of the detachment was gradually reduced as the tumult subsided, and the last provincial was withdrawn on July 23. The reforms department again called upon the provincial police in September to provide a detachment to guard the Don Jail in Toronto, and a sergeant, a corporal, and ten provincial constables were sent. This unit was later increased by another corporal and five constables and continued to provide the service into 1953.

Almost a year earlier, there had been a spectacular escape from the jail by three members of a notorious band of criminals led by Edwin Alonzo Boyd. Confined awaiting trial for armed robbery, Boyd, with Leonard Jackson and William Russell Jackson, made a clean break, and the men were at large for some time before recapture. When the trio, along with Valent Lessio, alias Steve Suchan, again successfully escaped on September 7, 1952, it was strongly suspected that they had been aided by corrupt custodial officers, and the provincial police had been called to assist with guarding the institution. Leonard Jackson and Suchan were wanted for the murder of a Toronto police officer in addition to armed robbery, and rewards totalling \$26,000 were offered by the Province of Ontario, the City of Toronto, and the Canadian Bankers' Association. Virtually every police officer in Ontario was actively engaged in seek-





## ONTARIO PROVINCIAL POLICE

## \$26,000 Reward



EDWIN ALONZO BOYD, Alias: Chas. B. HUNTER, alias Charles HUNTER; alias Josh THOMPSON; alias John HAWKINS. Age 37, 5'7 1/2". Slim build. Black hair (grey). Blue eyes. Fresh comp.



WILLIAM RUSSELL JACKSON, alias A. GIBSON. Age 35, 5'7 1/2". Medium build. Bl. br. hair. Blue eyes. Medium comp. "Blower" tattooed right forearm.



LEONARD JACKSON, alias Robert KEWL. Age 25, 5'9 1/2". Medium build. Bl. br. hair. Brown eyes. Dark Comp. Left foot artificial (Hops).



VALENTE LESSIO alias Steve SUCHAN; alias Victor J. LENNOFF. Age 24, 5'10". Medium build. Brown hair. Brown eyes. Medium comp. Face pimply and pock-marked.

The GOVERNMENT OF THE PROVINCE OF ONTARIO will pay a reward of TWO THOUSAND DOLLARS for information resulting in the arrest of EACH of the above named persons who escaped from the Toronto Jail on the night of September 7th, 1952.

The BOARD OF COMMISSIONERS OF POLICE FOR THE CITY OF TORONTO will pay a reward of TWO THOUSAND DOLLARS for information resulting in the arrest of EACH of the above named persons. THIS REWARD IS IN ADDITION TO AND APART FROM the similar reward offered by the Province of Ontario.

In the event of more than one person claiming either, or both, of the above mentioned rewards or to be entitled to a share therein, the rewards will be apportioned as the ATTORNEY-GENERAL FOR ONTARIO deems just.

The CANADIAN BANKERS' ASSOCIATION, in addition to and apart from the rewards mentioned above, offers to pay a total reward of TEN THOUSAND DOLLARS for information resulting in the arrest of the persons named above.

The CANADIAN BANKERS' ASSOCIATION retains the unrestricted right to fix the amount to be paid in respect of each claim where more than one claim is made and to apply any part of the total reward in respect of each of the said persons arrested and the unrestricted right to reject any claim for reward. No claim for the BANKERS' ASSOCIATION REWARD will be considered unless made in writing to the Secretary of the Canadian Bankers' Association within thirty days after the date of the arrest in respect of which the reward is sought.

The CHIEF CONSTABLE OF TORONTO holds warrants for the arrest of VALENTE LESSIO alias STEVE SUCHAN and LEONARD JACKSON on charges of MURDER, ATTEMPTED MURDER and ROBBERY ARMED; and holds warrants for the arrest of WILLIAM RUSSELL JACKSON and EDWIN ALONZO BOYD on charges of ROBBERY ARMED.

ALL OF THESE MEN WILL NOW BE ARMED. THEY ARE EXTREMELY DANGEROUS AND THE UTMOST CARE SHOULD BE TAKEN IN EFFECTING THEIR ARREST.

Extradition proceedings will be instituted immediately in the event of these men being arrested in the United States or any foreign country. The identity of the person giving information will be kept strictly confidential.

Any person in possession of information regarding the whereabouts of these persons, or any one of them, should immediately communicate with the nearest police authority, the TORONTO CITY POLICE authorities or the undersigned.

Parliament Buildings,  
Toronto, Ontario.  
September 10th, 1952.

WILLIAM H. STRINGER  
Commissioner of Police for Ontario.

(SEE FINGERPRINTS ON REVERSE SIDE)

*The Boyd Gang.*

ing the dangerous gang until September 16, when they were found hiding in a barn and arrested by the North York township police. Suchan and Leonard Jackson were subsequently hanged for the murder of Detective Sergeant Edmund Tong of the Toronto Police Department, and the others were sent to Kingston Penitentiary.

## 5

All men are not compatible. As the provincial police force grew in strength and detachments gathered together an increasing number of officers to share the workload of policing, incompatibility sometimes resulted in serious internal differences not unlike those encountered in some municipal forces. Deputy Commissioner Doyle was sent to Ottawa in September, 1949, when fourteen of the members of the detachment there requested transfers, citing maladministration of the detachment as their reason. The matter was apparently resolved without the need to transfer officers, and the commissioner explained to newspapermen that the so-called maladministration had occurred during the time another sergeant had been in charge. That sergeant had been promoted to district inspector in August and transferred to Sudbury.<sup>3</sup>

In No. 6 District, with headquarters at Mount Forest, the commissioner personally investigated internal discipline problems late in 1949. After conducting hearings at Mount Forest, Walkerton, and Kitchener, the commissioner ordered the dismissal from the force of the district inspector and one provincial constable, and two other provincial constables were permitted to resign. In 1952, when Deputy Commissioner McNeill made an investigation into publicly unspecified difficulties encountered by the provincial police in Sudbury, the district inspector there was dismissed from the force after only a year in the post. In Belleville, a much more serious internal problem came to light that was to be reported on the front pages of newspapers, and cause serious disruption of provincial policing services in that district for some time.

John Ernest Soubliere was appointed to the Ontario Provincial Police on August 1, 1937, and served in Perth, Alexandria, Ottawa, Rockland, Belleville, and Niagara Falls. In June, 1945, he changed his name to John Ernest Keays. Twice appointed high constable for the counties in which he served, Keays was evidently highly thought of by his superiors; he boasted no less than twelve commendations in Police Orders for outstanding service from the

time of his appointment until mid-1948, perhaps a force record. Described by his colleagues as a superb investigator, Keays seemed destined for an outstanding career with the provincial police and had been recommended for promotion to the Criminal Investigation Branch.

During his service in Belleville, however, considerable dissension developed in the provincial police office from which District Inspector W.A. Page and Sergeant E.F. Hartlieb directed No. 9 District, and Keays apparently found himself at odds with the local crown attorney, Bryson C. Donnan, KC. On October 30, 1948, Constable Keays submitted his resignation to the commissioner in a seventeen page report in which he detailed allegations of impropriety respecting Crown Attorney Donnan, the commissioner himself, and a number of other members of the provincial police.

As a result, a Royal Commission was ordered, and Mr. Justice J. Keiller Mackay was named to inquire into Keays's charges. The hearings began in Belleville on February 7, 1949, and lasted until mid-April, and forty-two witnesses were called to give evidence. At the conclusion of the inquiry Mr. Justice Mackay reported on July 11, 1949, that:

Notwithstanding the capability and general capacity of Constable J.E. Keays, I am bound to the conclusion that his services cannot, in the interest of the Provincial Police Force for Ontario, be retained. The charges and allegations of wrong-doing, perjury, deceit, inefficiency, impartiality and incapacity against public officials and police officers so emphatically made, urged and confidently reiterated by this police officer, remain wholly unsupported and completely without vindication, justification, mitigation or excuse.<sup>4</sup>

While the Royal Commissioner recommended the termination of Keays' employment, the report went further to recommend the immediate retirement on pension of both Inspector Page and Sergeant Hartlieb, and a complete reorganization of the staff at the district headquarters in Belleville. John Ernest Keays must have thus derived at least some satisfaction from his efforts. William Arthur Page had been appointed to the provincial police in 1922 and was cited by Mr. Justice Mackay for his years of efficient service. It was opined, however, that because of his "marked physical limitations and incapacities,"<sup>5</sup> the interests of the force would be served by his retirement.

In order to facilitate a reorganization of the Belleville headquarters, it had also been recommended that Ervine F. Hartlieb be retired on pension, thus ending a police career which began before the Great War. Hartlieb had served with the Royal North West Mounted Police and went overseas with the RNWMP cavalry unit during the conflict. After his return to Canada, he had served with the Saskatchewan Provincial Police before joining the Ontario force on April 18, 1923.<sup>6</sup>

Corporal S. Ervine and four constables were transferred from Belleville and one constable resigned following the Royal Commission report; other officers were sent to Belleville to take charge of the district: District Inspector A. McDougall from Cochrane, Sergeant J. Kay from Perth, and Corporal H. Ramsbottom from Kingston.

Keays was dismissed from the Ontario Provincial Police on July 14, 1949. On September 11, 1950, he entered the courtroom of Magistrate Austin O'Connor in Ottawa, wearing the uniform of a provincial constable, and brandishing a pistol, declared himself subject to arrest. He was overcome by provincial constables in the court on orders from O'Connor and arrested for carrying a concealed weapon and for impersonating a police officer. Keays' case came before Judge Strike, who was faced with a dilemma: Keays argued that he had been illegally dismissed from the provincial police without having been given reasons or having been charged under the Police Act. The office of the attorney general advised the judge that Keays had been removed from office by the lieutenant governor under an Order-in-Council. He was then found guilty, after a lengthy trial, of improperly wearing the uniform of a police officer. On October 13, 1950, Keays was given a suspended sentence,<sup>7</sup> but continued to plague all who would listen—and many who did not wish to do so—for several years. He submitted briefs to the Premier of Ontario, to the federal Minister of Justice, and others. His cause had been championed by the periodical, *Flash*, on May 23, 1950, when the paper devoted two full pages to Keays' demand for a federal investigation into the administration of justice in Ontario.

## 6

The Korean War broke out in 1950, and Canada sent a contingent to serve with the United Nations forces in the conflict. In Novem-



ber, Provincial Constable H.G. MacDonald of Niagara Falls and Provincial Constable H.S. Renardson of Matachewan were granted leave to serve with the Canadian Army Special Force. Renardson was with the 25th Canadian Brigade and when in Fort Lewis, Washington, was made commandant of the stockade there where both Canadian and American military prisoners were confined. MacDonald resigned from the provincial police in the spring of 1951, but Renardson returned to the force on August 21, 1951, and was assigned to his former detachment. He remained with the provincial police until September, 1956, when he transferred to the office of the Fire Marshal.

The international situation had become so tense that civil defence again came under serious consideration by the authorities. Senior Staff Inspector Creasy, who had served during the Second World War as deputy provost marshal of Canadian forces in the United Kingdom, was appointed the provincial police liaison officer late in 1950. The Provincial Civil Defence Committee devised a plan for the relocation of government offices and the evacuation of refugees from major cities in the event of an atomic bomb attack; Creasy travelled to most provincial police districts to lecture on "The Atomic Bomb and its Effects." To test the comprehensive disaster plan, civil defence exercises were held on August 23, 1952, and in June, 1953, in Niagara Falls, New York, to which Canadian fire trucks, ambulances, and rescue crews responded, and Ontario Provincial Police officers assisted local authorities in traffic control duties in the American city. Such was the intense application of force facilities toward these exercises that law enforcement communications were shunted aside on the provincial police radio network in favour of messages dealing with the simulated emergency. Corporal J.L. Erskine in St. Catharines, who was directing a man-hunt in the area at the time, found the senior staff inspector less than affable when he chose to ignore instructions for radio silence in order to continue with his constabulary responsibilities.

The development of an identification branch of the provincial police, independent of the Criminal Investigation Branch, was undertaken late in 1949. Until this time, the unit had dealt solely with photography and the fingerprinting of applicants for appointment to the force, and occasionally doing some "court work arising from fingerprinting."<sup>8</sup> Although independence from the CIB was not achieved for some years, the installation of new equipment to provide a comprehensive fingerprinting identification system determined the future of the provincial police identification capa-

bility. Expected to materially assist both provincial and municipal forces, the unit began amassing a file of fingerprints upon which to base its operation.

Fingerprints were received from provincial reformatories and jails for classification and filing, and by the end of 1950 more than twelve thousand fingerprint forms had been received from this source alone. Under the direction of Provincial Constable Long, the Identification Bureau was given the task of receiving and filing the fifty thousand or so prosecution cards received at general headquarters from field units each year.

In support of the headquarters facility, district headquarters photographic darkrooms were established in Chatham in 1949 and in Timmins, Perth, and Dundas in 1950. By the end of 1952, additional darkrooms had been set up at the district headquarters in London, Mount Forest, Barrie, Belleville, and Sudbury, and at Cobourg detachment. It was finally possible for the detachment officer to obtain the services of a force photographer for scenes of crime and for motor vehicle accidents, where previously he had come to depend upon cooperative newspaper photographers.

The capability of police in Ontario was further advanced in 1951 by the decision of the deputy attorney general, Clifford R. Magone, to revitalize and expand the Medico-Legal Laboratory. When Dr. Frankish died in 1941, the chief coroner, Dr. Smirle Lawson, had been named director of the laboratory, but he took no active role in the operation, and Verda Vincent had continued to do the work. Dr. G.M. Dobbin was appointed director for a brief time only in 1946. On August 1, 1951, Dr. H. Ward Smith, a professor with the Department of Pharmacology at the University of Toronto, was persuaded to assume the post of director on the urgings of Eric Silk of Magone's office.

Smith, a brilliant scientist, was to establish the new Attorney General's Laboratory on the fifth floor of the old Hospital for Sick Children on College Street in Toronto, where equipment for a modern forensic facility would be provided. As his assistant, he would have Dr. Noble C. Sharpe, and the collaboration of consultants Professor Joslyn Rogers and pathologist Dr. W.L. Robinson would provide the new director with a formidable capacity.

New premises were becoming increasingly available at provincial police locations throughout the province, as properties were acquired by the government to replace often inadequate rental accommodations. In some of the more remote areas, living quarters were incorporated in detachment building plans, and housing

units were erected in a number of locations to serve as rental residences for officers otherwise unable to secure suitable housing for their families. In 1952, new detachment buildings were opened in Oakville and Simcoe, and the provincial government publication, *Ontario Government Services*, opined on September 15 that, "They may point to a time when OPP buildings of a characteristic and easily recognizable design may be a distinctive landmark of the province's roads."

By 1951, the general headquarters of the provincial police had long outgrown the accommodation provided in the old mansion at 13 Queen's Park Crescent, but although the commissioner repeatedly brought the matter to the attention of the government, it was to be a number of years before the properties acquisition program would include headquarters.

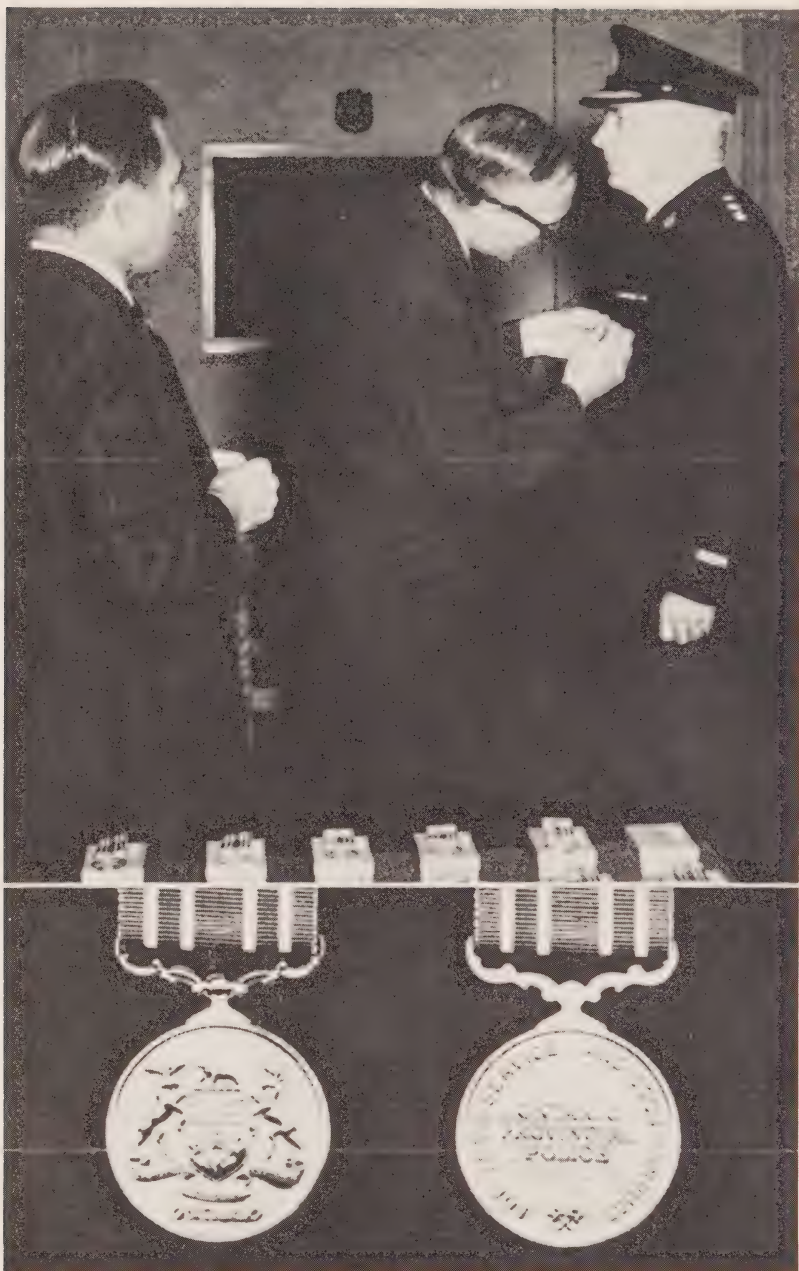
## 7

It was conceived as an enhancement of the prestige of the force and a contribution to the esprit de corps. In recognition of the faithful service rendered to the people of Ontario by long-serving members of the Ontario Provincial Police, a medal was struck to honour those who had served for at least twenty years and in 1950,



*The new detachment building in Oakville, 1952.*





*Long Service and Good Conduct. The new medal and presentation to Commissioner Stringer by Attorney General Dana Porter, as N. Phelps looks on.*



was presented to Commissioner W.H. Stringer by Attorney General Dana Porter, KC, at a special ceremony at the college on Sherbourne Street.

The Long Service and Good Conduct award was described as "consisting of a circular medal of sterling silver, one and one-half inches in diameter, with the Arms of the Province of Ontario on the obverse side and on the reverse side, the words 'Ontario Provincial Police' surrounded by the words 'For Long Service and Good Conduct', and at the base of the medal a group of maple leaves. On the rim of the medal is engraved the rank, or regimental number, initials, and name of the recipient. The riband of the medal is one and one-quarter inches wide of red background with two three-sixteenths of an inch green stripes bordered by one-sixteenth of an inch white stripes spaced five-sixteenths of an inch apart."<sup>9</sup>

Others "of irreproachable character"<sup>10</sup> who could claim the qualifying longevity of service were rewarded with the medal by the minister, or later by the commissioner, who travelled to different parts of the province to make the presentations. By year end, 106 proud provincial police officers had already received their decorations, and others eligible were slated for presentation ceremonies early in 1951. Not one civilian member of the force had been recognized for similar loyalty and service. J.J. Monkman had been a faithful member of the Ontario Provincial Police since 1921, Norman Phelps had served since 1927, Alexander Swan since 1929, and the superintendent of the police garage at general headquarters, Edward Hales, had more than twenty years service. A feeling of being treated as less-than-equal members of the provincial police, nurtured for some time by non-uniformed members, had been strengthened by the very act intended to contribute to the esprit de corps.

Further enhancement of the image of the Ontario Provincial Police had been proposed in 1949, when Frederick Watt, a provincial magistrate in Guelph, suggested the name of the force be changed to the Royal Ontario Police, or the Royal Ontario Constabulary.<sup>11</sup> The attorney general acknowledged the gentleman's letter, then filed it. Magistrate Watt wrote again in 1951, but Commissioner Stringer advised the deputy minister: "I am unable to see where any good purpose would be served..."<sup>12</sup>

## 8

Their Royal Highnesses Princess Elizabeth and the Duke of Edinburgh paid a state visit to Canada in October and November, 1951. They travelled from coast to coast by a special Canadian National Railway train and in Ontario, made visits to twenty-one cities and towns, where huge crowds gathered for a glimpse of the royal couple. A senior officer of the provincial police joined his RCMP colleagues to accompany the train from Cornwall to Windsor, while special detachments of provincials were mustered to provide security at various points in cooperation with local forces. Less than three months after her Canadian tour, Princess Elizabeth ascended to the throne on the death of her father, King George VI, on February 6, 1952. In April, she was crowned Queen Elizabeth II.

By mid-1952, Ontario boasted more than 1.15 million registered motor vehicles, which represented forty percent of all those in Canada, and the influx of tourists from the United States was expected to surpass the record set the previous year when 1,343,081 American passenger cars entered the province. The new superhighway to be designated as the King's Highway No. 401 had opened in short sections in a number of areas, and a portion of the intended Toronto by-pass was opened in 1952 between Weston Road and Yonge Street, with two lanes provided in each direction.

Canada's population reached 14,430,000 by June 1 and Ontario's exceeded 4.7 million.<sup>13</sup> The Bureau of Statistics and Research reported that since the end of the war seven years earlier, 626 new plants had opened in Ontario, and the forty-hour work week applied to forty-two percent of provincial manufacturing employees of whom more than eighty percent were now working a five day week.<sup>14</sup> The Ontario Provincial Police continued to work a scheduled forty-eight-hour, six day week, plus whatever overtime hours duty demanded, without recompense for the additional duty. In small detachments where a work shift was the rule, it was not unusual for a force member to work a sixteen hour shift for one day of the week while his partner took his day of rest. A Saturday night off duty was almost unheard of.

When it was announced in the legislature in 1952 that a new government building was to be erected at the southeast corner of Queen's Park Crescent and Grosvenor Street, where the mansion housing the provincial police headquarters stood, there was great

anticipation of new quarters, but as it transpired, the hope was premature. The government also announced plans for a new building at Queen and York Streets for the Department of the Attorney General, to be constructed in the near future,<sup>15</sup> and the building of a new provincial institution at Millbrook to house segregated, hardened criminals at the cost of \$1.5 million.<sup>16</sup>

## 9

Commissioner William H. Stringer, OBE, died on January 29, 1953. He had been unwell for some time, and during 1952, his deputies had borne the responsibility for the leadership of the provincial police. Deputy Commissioner Arthur Moss had been designated acting commissioner in December, 1951, and when Deputy Commissioner Doyle retired in June of 1952, he had been immediately replaced by E.V. McNeill.

Stringer had served the Province of Ontario for more than forty-two years and had been the Commissioner of Police for Ontario since the outbreak of war in 1939. Much admired throughout the police community, he had served in executive posts with the International Association of Chiefs of Police and the Chief Constables Associations of Canada and Ontario, and had been the first president of Ontario's Quarter Century Club. Commissioner Stringer had seen profound changes in his provincial force during his years of leadership; the Ontario Provincial Police had grown from less than four hundred to nearly fourteen hundred members, the advent of modern radio communication had made the force much more efficient, and the black and white cars made the force much more visible.

The policy respecting transfers of provincials, first enunciated by Commissioner Williams in 1922 and endorsed by the attorney general of the day in 1928 and again in 1939, had been adhered to, to a great extent. While the intention to move every member at least every five years had not been strictly followed, transfers were still very much a part of most provincial policemen's lives. In 1949 alone, for example, there were 436 transfers affecting a force of slightly less than a thousand uniformed officers, and one might then expect, on an average, to be posted elsewhere every two-and-a-half years. Civilian members, on the other hand, were not generally subject to geographic relocation.

Some members of the force had continued, against all regula-

tions, to seek influential assistance with respect to transfers, but Stringer had not been one to bow to such pressures. When others sought to seek favour in the promotional scheme of things, their efforts, however powerful, were politely rejected by the commissioner. Even so, if any aspiring applicant hoped for an immediate appointment to the provincial police, he was well-advised to submit his application with the endorsement and recommendation of his local member of the legislature, or better still, have the member take it to Toronto personally. Otherwise, an applicant would be likely to face a long delay if not an outright rejection. This procedure, however, may not have been within the province of the commissioner, for the Civil Service Commission made appointments to the public service.

Promotions by 1952 were based to a great degree upon seniority, and a member's badge number was his best indication of when he might expect his first promotion to the rank of corporal. In the more senior positions as well, seniority in rank was deemed almost as important as merit, but such was not the case in the appointment of Stringer's successor.



# 15

## *The Association*

Edwin Victor McNeill was appointed Commissioner of Police for Ontario on February 23, 1953. Born in Bruce County, Ontario, on November 11, 1896, he had served overseas during the Great War of 1914–1918 with the 18th Canadian Infantry and had won the Military Medal. On his first attempt to enrol with the Ontario Provincial Police in 1925, McNeill apparently deigned to include a recommendation from his local member of the legislature when he submitted his application. He was advised by Commissioner Williams that there already existed “A waiting list of over one thousand names for consideration for the first vacancy” and his application was rejected.<sup>1</sup>

A resident of Kitchener, McNeill joined the police force of that community and in 1927, again applied for appointment with the provincial police in June, but was again advised that no position was yet available. A month later, however, on July 5, he was summoned to Toronto and temporarily appointed a provincial constable for a two-month probationary period at the salary of \$100 per month. Sent first to Cornwall until his permanent appointment was confirmed, McNeill became the first provincial constable at Renfrew when he established a detachment there in November, 1927, and there he remained for five years. Transferred to Pembroke in 1932, he was promoted to the rank of corporal there in 1942 and later served as a sergeant in Ottawa and in Kitchener. When No. 8 District was created on January 1, 1948, E.V. McNeill became the first district inspector at Peterborough, but was again promoted the following year to the rank of staff inspector and moved to general headquarters in Toronto. During the reorganization of the Windsor Police Department in 1950, Staff Inspector McNeill had been named to head the department until a new chief was appointed. When McNeill was made a deputy commissioner on June 1, 1952, during the absence of Commissioner



*Commissioner E.V. McNeill, MM.*

Stringer who was ill, it was perhaps a surprise to many, for he had passed over more senior officers such as the chief inspector CIB and Senior Staff Inspector Creasy, and such was not the nature of things. When he was chosen to lead the force only eight months later, seniority had again been ignored by the government, for McNeill was, after all, junior in both service and rank to Deputy Commissioner Moss, who had been serving as acting commissioner for more than a year.

Unlike his predecessor, Commissioner McNeill had served in the field and the administrative side of the force during his entire career and had not been a member of the prestigious Criminal Investigation Branch. He had served in every rank then in existence, other than CIB ranks, and came to the commissionership with a wealth of experience in field policing and administration. He had a sympathetic understanding of detachment life and the constables' everyday problems and difficulties.

William H. Loughheed was appointed deputy commissioner on the same day McNeill was named commissioner and was succeeded as chief inspector of the Criminal Investigation Branch by W.J. Franks. Norman Phelps was raised from executive assistant to the newly-created rank of police executive officer, a position apparently considered subservient only to the ranks of deputy commis-



*Deputy Commissioner W.H. Loughheed.*



*Norman Phelps.*



sioner and senior staff inspector in the new force hierarchy.<sup>2</sup> Inspector W.H. Clark was made a senior staff inspector in April, illustrating the abandonment of the old, entrenched tradition of promoting an individual but one step at a time. Clark's replacement as director of the Ontario Police College was Staff Inspector W.G. Tomlinson.

McNeill assumed command of the provincial police with a strength of 1,263 uniformed and 120 civilian members. The senior staff included twelve inspectors of the CIB: J.F. Craig, H.H. Graham, F.C. Kelly, W.H. Kennedy, A. Macleod, J.L.M. Needham, D.A. Nicol, R.L. Taylor, R.H. Wannell, D.V. Whiteley, C.W. Wood, and T.R. Wright, and the staff inspections office was manned by J. Bartlett, L. Neil, T.H. Trimble, and T. Wilkinson. Inspector W.J. McBride headed the Radio Communications Branch and Inspector A.M. Shaughnessy the LCA Investigation Branch. The Traffic Branch consisted of Inspectors A. Witts and D.H. Darby, while the director of the police college had two inspectors on his staff: E.A. Hoath and W.D. Duncan.

The sixteen policing districts of Ontario in 1953 were commanded by District Inspectors: W.A. Scott, G.V. Clubbe, I.R. Robbie, C.F. Airey, E.J. Hand, F. Scott, J. Clark, J.A. Stringer, A. McDougall, T.W. Cousans, J.W. Reavley, C.N.C. Smail, J.S. McBain, R. Crozier, P.T. Hake, and T.G. Corsie.

The provincial police continued to provide policing services to



*The Senior Staff. left to right, seated: F. Scott; E. Hand; J.H. Marsland; I.R. Robbie; G.V. Clubbe; A. McDougall; N. Phelps; Commissioner McNeill; W.H. Loughheed; W.J. Franks; J.E. Johnson; T.G. Corsie; M.W. Ericksen; R. Crozier; T.S. Crawford; standing: R. Armstrong; J.A. Stringer; S. Irvine; J. Clark; H. Ramsbottom; W.H. Clark; W.J. McBride; A. Macleod; F.C. Kelly; L. Neil; F.B. Creasy; T.H. Trimble; R. Taylor; W.G. Tomlinson; J. Bartlett; W.D. Duncan; J.W. Reavley; J.M. Anderson; A.M. Shaughnessy; C.W. Wood; J.S. McBain.*



municipalities by contract, and this involvement of force personnel peaked in 1953 when ninety communities were served by 213 provincials equipped with eighty cruisers. Such large towns as Barrie, Goderich, Renfrew, Ingersoll, and St. Marys had municipal detachments of provincial police. Thereafter, an increasing number of municipal governing bodies opted for raising their own police forces, presumably for economic advantages and for some additional influence on police policy. Many municipal forces were governed, however, by boards of police commissioners, consisting of the county judge, the local provincial magistrate, and the head of the municipal council, which limited the direct political influence of local councils.

Not all provincial constables assigned to municipal policing duties found the task wholly acceptable; a number had left city, town, and village police forces in favour of provincial policing and were less than pleased to be posted to this activity. After all, many municipal police officers in Ontario enjoyed salaries higher than those paid by the provincial government and enjoyed the security of remaining in one community for the entire span of a police career. Other economic conditions occasionally made municipal policing difficult in some places; in Point Edward, for example, the provincial officers were limited in their use of the police car to twenty miles per day, which was barely sufficient for but one patrol of the outlying areas of the village during a tour of duty.

## 2

A lone gunman armed with a sawed-off shotgun walked into the Royal Bank of Canada branch in Keewatin, Ontario, in the early afternoon of September 21, 1954, and relieved the manager of more than \$11,000. He escaped in a waiting taxicab and after putting the driver out, drove to the western limits of Keewatin, where he passed some money to a waiting woman and disappeared into the bush after abandoning the vehicle on a sideroad. The woman boarded a Winnipeg-bound bus a few minutes later.

The local police, assisted by the Kenora Police Department and the Ontario Provincial Police, began an investigation into the robbery and alerted other police agencies. In Winnipeg, two city police detectives called on Rhoda Millard, an attractive young woman who had been seen with an unusually large sum of money, and suspecting she may have been involved in a crime, took her to

the police station for questioning. There they learned that she was an accomplice of the Keewatin bank robber and was to rendezvous with her colleague on a bush road near Keewatin on the night of September 23.

Chief Constable John Pike of Kenora, a former provincial constable who had served with the force in the north country between 1928 and 1939, headed for Winnipeg in company with a young provincial constable, R.J. MacGarva of Kenora. Returning Millard to Ontario, the officers learned the routine to be followed for the rendezvous, and after dark, MacGarva dressed to resemble the young woman and in a rented car with a Manitoba license, drove to the meeting place. Hidden on the floor in the back of the car, Chief Pike and Constable Stanley Cox were able to slip from the car into the dark roadside ditch when they arrived. MacGarva drove slowly up and down the road. The ruse was successful; a man stepped out of the bush and entered the car only to be confronted by the disguised constable. Chief Pike and Constable Cox joined MacGarva in making the arrest. Raymond Leonard Schultz, who was armed and was carrying more than \$10,000 in his pocket, was returned to Kenora where he was eventually tried, convicted, and sentenced to a long term of imprisonment.

The police elsewhere in the province, however, were less successful in bringing to a satisfactory conclusion a crime that shocked the people of Ontario by its mystery and violence. The case of Marion McDowell dominated the front pages of newspapers for weeks following her disappearance on December 7, 1953. Parked in a car with her boyfriend, James Wilson, on a lonely lovers' lane in Scarborough Township, Marion had been abducted by a stranger who had beaten Wilson senseless. Despite every effort of the Scarborough Police Department to solve the disappearance, no trace of the girl could be found. Both the chief of police, Wilf McLelland, and his inspector, Harold Adamson, were personally involved in the exhaustive investigation. Search parties mustered to comb the woods and fields included high school students when schools were closed to permit participation, but still Marion McDowell could not be found. When her friend and fellow worker, Norma Schreiber, was murdered a week after Marion's disappearance, speculation of a connection was a natural result, but the murdered woman's husband was charged and no involvement in the McDowell abduction could be concluded by investigators.

After nearly a month, when every lead had apparently been exhausted, the deputy attorney general, C.R. Magone, announced

that he had asked the CIB of the provincial police to become involved in the case. Inspector H.H. Graham was assigned to lead this very perplexing investigation.

The public took a great interest in the affair, and leads, theories, and suggestions were sent to the police by telephone and mail. Graham and Detective Sergeant Norman Brickell of the Scarborough force were kept busy, but as every avenue of investigation led to a dead end and other news stories once again took over the front pages of Toronto newspapers, the matter dragged toward an unsuccessful conclusion. The investigators, then, could hardly have been enchanted when in August of 1954, the *Toronto Telegram* chose to revive public interest and increase circulation by hiring a retired Scotland Yard sleuth to solve the Marion McDowell case. On August 11, the *Telegram* headlines "World's Greatest Detective Tackles Kidnap Mystery" announced that the newspaper had retained the services of Robert Fabian, a former detective inspector who had gained international fame as "Fabian of the Yard" when he published his memoirs in 1950, detailing his many successful cases.<sup>3</sup>

Fabian's last report to the *Telegram* was published at the end of September, detailing the large number of persons interviewed and the letters and telephone calls dealt with. Marion McDowell had not been found and Fabian retreated incognito, leaving his apparent conclusion that there remained many investigative avenues to be explored. He had uncovered no new clues, police maintained.

### 3

Working conditions and salaries for members of the Ontario Provincial Police continued to improve during Commissioner McNeill's term in office, as the leader of the force strove to better the lot of his constabulary. At the inspectors' conference held in Toronto in 1953, the commissioner directed his district commanders to begin recording the excessive hours worked by constables in the field. In one or two-man detachments in particular, officers worked long hours without recompense, and at long last, some recognition of this was to be made. Normal working hours called for a forty-eight-hour, six day work week, and it was intended that all overtime of two hours or more in each working day would be applied to the constable's sick leave or leave of absence credits as compensatory time.

By 1954, it was possible for a provincial constable, after only three years of service following his permanent appointment, to reach a top salary of \$3,300 per annum, plus a cost of living allowance of \$420 annually. The provision of an increasing number of houses by the government for rental accommodation in areas where suitable quarters were scarce or non-existent did much for the morale of provincial police members in some of the more remote areas of the province.

On March 3, 1954, the constabulary of the provincial force attained an objective for which they had striven for a number of years: the formation of an Ontario Provincial Police Association (OPPA). The provincials had never enjoyed the privilege of bargaining with their employer in matters of salaries and working conditions as had many municipal police forces in Ontario since the enactment of the Police Act of 1946. A number of provincial constables had been members of the Police Association of Ontario for some years, but it was not until 1951 that some effort was made to establish a branch of that association representative of provincial policemen. Even then, following a meeting convened in Dundas to consider the formation of an association, the concept had been rejected by Commissioner Stringer as representative of only one police district.

The meeting called in March, 1954, to form the OPPA was chaired by William Croft of the Police Association of Ontario and attended by representatives of eight of the sixteen provincial police districts. The new organization, an affiliate of the Ontario body, elected its first officers at that meeting:

President	– R. Davis, No. 2 District
Vice President	– S.W. Pointon, No. 5 District
Treasurer	– C. Outingdyke, No. 6 District
Secretary	– L. Swinghammer, No. 5 District
Directors	– J.A. Wood, No. 3 District
	– W.A. Gibson, No. 4 District
	– H.A. Jeanes, No. 13 District

The new executive met in Toronto in May to consider a brief to be submitted to the government, seeking bargaining rights on behalf of the nearly thirteen hundred uniformed members of the provincial police of the rank of sergeant and below; already, the new association boasted 540 paid up members.<sup>4</sup> To gain this much-



sought-after concession, the association considered requesting the creation of a board of police commissioners to govern the Ontario Provincial Police so that the bargaining powers granted under the Police Act might be made to apply to the provincial force. On the advice of the police association lawyer, L.E. Blackwell, a former attorney general, this submission was withheld that year, but was reconsidered and submitted in 1955. The concept of a police commission was rejected, but permission was granted the association by the attorney general to submit a brief to the commissioner annually.<sup>5</sup> Commissioner McNeill was by this time an honorary president of the OPPA, while Attorney General Dana Porter and his deputy, C.R. Magone, were honorary patrons. No bargaining rights were to be extended to the association for some years. For the first time, however, the rank and file, through representation, were able to communicate with management in matters of prime interest to them.

The provincial police Anti-Highgrade Squad had been formed in 1925 to deal with the thefts of precious minerals and metals in the Porcupine Gold camp at Timmins, and during the ensuing years, members of the squad had been stationed in Red Lake and other locations as well. In August, 1954, the reorganization of this operation was ordered, and a new Anti-Highgrade Branch emerged under the direction of Inspector C.W. Wood of the CIB, with officers to be located at Red Lake, Timmins, and Kirkland Lake. The entire staff was to consist of the inspector, a sergeant, one corporal, and six provincial constables.

Deputy Commissioner Arthur Moss retired from the provincial police in September, 1954, at the pre-retirement age of sixty-three years. Although he had been granted a substantial increase in salary when his fellow deputy commissioner, McNeill, was appointed commissioner, Moss may well have been disappointed in not receiving the post himself. After twenty-nine years with the Ontario force, he returned to Edmonton and was not replaced in the force senior staff; it had been decided to revert to the one deputy commissioner concept. In January, 1955, District Inspector Hake left the force on appointment as a magistrate for the Thunder Bay District.

## 4

Archibald Kelso Roberts was sworn in as Attorney General of Ontario on August 17, 1955. He almost immediately made his presence felt when he announced, with great fanfare, a traffic safety campaign to commence November 1 to bring to the public an awareness of the alarming toll of accidents and deaths on Ontario highways. Since 1952, although the efforts of police had been successful in reducing the number of accidents, the number of deaths had increased from 638 to 688 in 1954, and in 1955 had soared to more than 800. There were almost 1.5 million passenger vehicles registered in the province, and the volume of tourist traffic was increasing annually.

The provincial police had recognized a need for a more concentrated enforcement effort on the highways in 1953 when, in September, the commissioner assigned Senior Staff Inspector W.H. Clark to the newly established Accident Division. In May, 1954, the government had acquired for the provincial police a revolutionary new traffic enforcement weapon: the Electromatic Radar Speed Meter, which had already been proven in twenty American states and was expected to aid materially the curtailment of speeders, who were considered the prime contributors to the high accident toll. The new equipment, first used operationally on the Queen Elizabeth Way just west of the Humber River Bridge on May 26, 1954, was demonstrated to magistrates and other officials in Southern Ontario where the new units would be put into service. To soften public criticism, metal signs were devised to warn approaching motorists of the presence of radar speed traps and this limited, to some extent, the effectiveness of the program.

On November 1, 1955, in response to Kelso Roberts's edict, the Ontario Provincial Police commenced an all-out enforcement program aimed at reducing the death toll on provincial highways by at least fifty percent. Prosecutions under the Highway Traffic Act soared, and the total for 1955 of more than sixty thousand exceeded the previous year by fifty percent. Members of the force launched a campaign which included offering lectures on highway safety to schools and service clubs, and at general headquarters, Clark was named by the commissioner as "... the officer to supervise Traffic Law Enforcement and Highway Safety in the province, under the direct supervision of the Commissioner of Police for Ontario."<sup>6</sup>

The staff of the newly created Highway Safety and Law Enforcement Branch consisted of Inspectors A. Witts, R.L. Taylor, and D.W. Wilson.

Traffic safety squads were later established at district headquarters in Southern Ontario, and a program of motor vehicle equipment safety checks was introduced. Many were the complaints of motorists who were delayed by officers examining car equipment before issuing adhesive safety stickers to be affixed to windshields. Squad members were nicknamed "the sticker lickers." Selected officers were sent to Evanston, Illinois, to attend courses at the Traffic Institute of Northwestern University to acquire further expertise; the academy there was considered tops in traffic science. In 1957 a Uniform Traffic Ticket was introduced into four provincial police districts to streamline the court summons procedure and permit officers more time on enforcement duties rather than at their desks in court preparation. The system was found successful, and the new method of laying charges was extended to all districts.

Despite the success of the campaign in making the public more aware of traffic safety, the statistics continued to reflect increases in the toll of lives. In 1957 the number of persons killed reached 850, with another 10,732 injured; the provincial police investigated 43,942 motor vehicle accidents.<sup>7</sup>

By the end of 1957, the Ontario Provincial Police had 567 auto-



*Radar demonstrations. left to right: Attorney General Dana Porter; Inspector A. Witts; Commissioner McNeill.*



*Special underwater breathing gear. Provincial Constable K.E. Wilson.*

mobiles assigned to police duties, as well as forty-one motorcycles. For general purposes, the garage in Toronto had, in addition, a number of trucks, ranch wagons, and sedan delivery vehicles, and three Volkswagons were also listed. An unfortunate drowning accident in August, 1954, had taken the life of Edward T. Hales, the superintendent of the police garage, and he had been succeeded in the position by C.R. Armstrong.

To the provincial police marine service, inaugurated in 1949, a number of launches were added until, by 1955, eight of the larger patrol vessels were in service. To those located at Kenora, Temagami, and Little Current were added the *William H.*, named for the late Commissioner William H. Stringer, launched in 1953, to be located at Barrie, and the *William C.*, named in honour of former Deputy Commissioner William C. Killing, in 1954, for service at North Bay. The following year, three smaller craft were added and located at Victoria Harbour, Bracebridge, and Bayswater. As the commissioner pointed out in his annual report for 1953: "The use of patrol boats in law enforcement has enabled our personnel to reach islands and other isolated areas, and thus render more efficient service to the public." Notwithstanding the activities of force marine personnel, which included "... assisting pleasure craft in difficulties, delivering compassionate messages to tourists and assisting the Royal Canadian Air Force in salvage operations for a jet bomber which crashed in Lake Nipissing on August 17, 1954,"<sup>8</sup> the provincial police had no statutory responsibility for policing boating on the waterways; that fell under the federal enforcement of the Canada Shipping Act. The vast number of lakes for which the force was responsible, however, moved the government to purchase special underwater breathing gear for use in the Port Arthur and Kenora districts in June, 1957, and the equipment was put to good use on several occasions in the locating of drowning victims and in the recovery of evidence in cases of a criminal nature.

There were 238 detachments of provincial police in Ontario in 1957, of which 173 were regular posts as opposed to municipal detachments. Of these, 45 were still manned by only one constable and a further 39 by two or three men under the charge of the senior constable, who was required to bear the burden of responsibility without the authority of rank or any monetary consideration. Until the early fifties, every constable had been required to prepare his own typewritten reports and to maintain the required filing system and other office procedures. District headquarters offices



had first employed stenographers in 1929, when Marett Campbell, Annie Cordner, Myrtle Hodgkins, Mary Gray, Alice Jones, Aileen Thomas, B. Tremeeer, D. Kidney, Grace Clark, and Minnie McCulloch were appointed with salaries of \$975 per annum. Since that time, the stenographers assumed increasingly important roles in the district offices and while uniformed officers came and went on transfers, they remained and provided an administrative continuity. In 1953, clerk-stenographers were hired to undertake the office management of some of the larger detachments, thus relieving constables for more active policing duties. In that year, 39 civilian office staff were employed for detachment duty, and by 1957, 161 clerical employees were serving in district offices, 99 of them in seventy-four detachments.

## 5

The auxiliary of the Ontario Provincial Police, the Ontario Volunteer Constabulary, had been disbanded in 1944 when the course of the war no longer demanded the civil defence capability. Although the provincial police had once again become involved with civil defence measures in Ontario in 1950, it was not until 1954 that the raising of a new police auxiliary unit was once again considered. Senior Staff Inspector Creasy, the force liaison officer with the Provincial Civil Defence Committee, was directed to organize and train a new body of volunteers to be known as the Provincial Civil Defence Auxiliary Police Force and was able to report that by the end of 1955, with the aid of Sergeant William Gilling, 350 men had been recruited and had passed through basic training. Gilling, like Creasy, had served with the Canadian Provost Corps during the war, and both officers enhanced their expertise by attending a civil defence seminar held in New York City in December, 1955.

On April 19, 1956, a swearing-in parade for the new auxiliary of the provincial police was held at the Hamilton City Armoury and was attended by 590 men. A month later, on May 29, a further 96 men were sworn in at Caledonia, and all the auxiliary constables were provided with complete uniforms. Once trained, the volunteers were employed assisting regular provincial officers on patrol on weekends during the summer months. Gilling was promoted to inspector in June, 1956, and another newly promoted inspector, Clarence E. Parmenter, was transferred from Belleville



*Provincial Civil Defence Auxiliary Police. Newly designed shoulder insignia.*

in August to join the civil defence unit. Both officers were sent to Arnprior in October to attend a course at the Civil Defence College. In 1957, Parmenter was transferred for a short time to the Highway Safety and Law Enforcement Branch, but returned to the civil defence function in 1958 when, in September, Senior Staff Inspector Creasy retired after almost thirty-seven years service with the provincial police.

By the end of 1957, the auxiliary police force had reached a strength of 882 members, and full companies, each of approximately 100 men, were mustered in the Counties of Halton, Wentworth, Lincoln, Welland, Norfolk, Haldimand, and Waterloo. Smaller units had also been established in Leeds, Dundas, Stormont, and Grenville Counties in the eastern part of the province, and the regular provincial police officers assigned to this work had presented courses to auxiliary constables in many centres across Southern Ontario. During 1957 alone, volunteers worked a total of nearly twenty-seven thousand man hours in aid of the regular provincial police force.

The Ontario Provincial Police continued to operate the Ontario Police College on Sherbourne Street in Toronto during Commissioner McNeill's years in office, with Tomlinson as the director, assisted by E.A. Hoath, W.D. Duncan, and A.H. Bird as permanent staff. Training was provided for provincial police recruits and

for municipal policemen, and senior police officers visited the college to present lectures on policing duties; until his retirement, Senior Staff Inspector Creasy spoke on civil defence matters and on the effects of the atomic bomb. Lectures were given by the top-most authorities in their fields, such as Dr. Ward Smith of the Attorney General's Laboratory, Deputy Attorney General C.R. Magone, and solicitors of his office: C.P. Hope, QC, J.D. Hilton, QC, Eric Silk, QC, A.R. Dick, and W. Bowman, QC. Mr. Justice Mackay of the Supreme Court of Ontario attended from time to time, as did such eminent defence attorneys as G. Arthur Martin, QC, Arthur Maloney, QC, and Malcolm Robb, QC. P.J. Collins of the Fire Underwriters Investigation Bureau of Canada gave talks dealing with arson, and training in first aid was provided to all students by F.D. Blayney, the Provincial Secretary of the St. John Ambulance Association.

In another area of training, the CIB continued to send selected inspectors to the Harvard School of Legal Medicine where they participated in the Frances Glessner Lee Seminar in Homicide Investigation. At the annual Harvard Associates in Police Science meeting held in Ocean City, Maryland, in 1957, the force was honoured when Chief Inspector W.J. Franks was elected president.

The Municipality of Metropolitan Toronto came into being in 1954 when a number of contiguous communities were joined together in a new form of regional government. In 1957, the police force of the City of Toronto joined with the police departments of the Townships of East York, Etobicoke, York, Scarborough, and North York, the Towns of Leaside, Mimico, New Toronto, and Weston, and the Villages of Forest Hill, Long Branch, and Swansea to form the Metropolitan Toronto Police Force. The chief constable of Toronto, John Chisholm, was chosen to head the new organization. A trend to fewer but larger municipal police forces had begun.

## 6

From 1953 to 1958, the provincial police were called upon to respond to two major natural disasters, more than twenty instances of labour unrest, a riot, and a variety of special summer assignments, all of which severely strained available manpower geared to regular, anticipated police duties. Whenever demands were made



requiring the relocation of officers, albeit temporarily, their respective jurisdictions suffered from a shortage of adequate manpower. When a devastating tornado struck the City of Sarnia on May 21, 1953, the provincials responded with a hurriedly raised team of officers to assist the local constabulary. The violence of the storm had left Sarnia without electricity, and there was an almost total breakdown of communications between the city and the outside. The radio-equipped cars of the provincial police detachment at Sarnia were able to provide a link which resulted in the dispatching of medical and nursing services and other emergency responses to the stricken area. On October 15, 1954, winds of hurricane velocity, accompanied by torrential rains, caused havoc in Ontario in what came to be called Hurricane Hazel. The storm claimed many lives, destroyed much valuable property, and caused general disorder when lands were flooded and homes swept away. The Counties of Peel and York, near Toronto, were among the worst hit and the provincial police came to the aid of local police forces with a special detachment of sixty men led by the district inspector and equipped with seventeen radio cruisers. Attached to the Port Credit detachment, the disaster unit augmented provincials already stationed in the area and remained until October 27 before the men were returned to their own detachments.

A strike of goldminers in Porcupine called in July, 1953, by the United Steel Workers of America idled almost five thousand men employed by the numerous mining companies there and lasted for more than seven months. Additional provincial police involvement was demanded to assist the local detachment in controlling disturbances and protecting property. Truck drivers went on strike in southwestern Ontario in July, 1953, in the Toronto-Hamilton area in October, 1956, and in the neighbourhood of Trenton and Belleville and at Thunder Bay in 1957. The 1956 dispute involved independent dump truck drivers employed in hauling gravel from the larger pits in Halton and Peel Counties, and eventually spread north into Dufferin and Simcoe. On November 1, a scuffle developed between strikers on a picket line and police at the Nelson Crushed Stone Company in Nelson Township, and Provincial Constable A.J. Bird, on special strike duty assignment from the Brantford detachment, was pushed beneath the wheels of a truck and his right foot was crushed. The result was an immediate influx of provincial police, rushed to the area from as far away as Sarnia, and violence ceased at once. Commissioner McNeill reported that Bird's injury "... in all probability will cripple him for the remain-



der of his life.'"<sup>9</sup> Although Bird was away from his duty and then confined to desk assignments for the next two years because of his injury, he was eventually able to return to his full constabulary duties and served the force for many more years.

There were strikes in Napanee and Wallaceburg, London Township and Heron Bay. Workers walked off jobs in contract disputes in Port Robinson, Marmora, Field, Cache Bay, Cobalt, and Sandwich Township, and the provincial police were called upon in every case for the assignment of officers to keep the peace. In the District of Cochrane, during 1956 and 1957, strikes occurred in a number of bush camps and these, too, demanded Ontario Provincial Police response. The hardships placed on provincial constables in the sometimes long separations from their homes and families had been eased somewhat by the mid-fifties when the standard of accommodation provided for special assignment officers was improved. Where before the men had been billeted in armouries, public halls, or other large, uncomfortable, makeshift barracks, they were now quartered in comfortable hotels and motels.

Summer resorts continued to require additional policing during the holiday months to cope with the huge influx of vacationers. Summer detachments were set up in some of the busier resorts such as Grand Bend, Crystal Beach, and Wasaga Beach, and officers assigned found their duties much devoted to containing roisterous crowds and enforcing the Liquor Control Act. In Crystal Beach in 1956, however, a violent race riot erupted between factions of white and black youths from Buffalo, New York, who had chosen the occasion of the American Decoration Day holiday for confrontation in the Canadian resort on Lake Erie. It required the dispatch of thirty-five provincial constables to the Beach to restore the peace.

Other special events to which the provincials were expected to assign officers included the annual International Plowing Matches which were held on Ontario farms and drew large crowds. Detachments of up to ninety especially assigned provincials were on hand for the several-day events, to deal with the security of the tent cities that sprang up, with area traffic, and the usual liquor law enforcement problems.

Likely the only special event to which the provincial police responded in 1955 in which the liquor laws were of little consequence was the occasion of the Boy Scout 8th World Jamboree which was held at Niagara-on-the-Lake for ten days in August. More than eleven thousand scouts representing sixty-seven coun-

tries participated and a further ten thousand scouts visited the Jamboree during the encampment. The forty-six occurrences reported to police ranged from pickpockets to petty thieves to lost boys, and the sixty-five provincials assigned were kept busy coping with sixty-six special escorts, more than eighty thousand motor vehicles, and seventy tour buses that came and went during the celebration.

## 7

Liquor law enforcement had changed a good deal since the days of the rum runners along the international border, but although legislators were more tolerant toward the use of alcohol, some parts of Ontario tried to maintain the old ways; they resisted what they conceived as the more liberal Liquor Control Act in favour of the Canada Temperance Act. The Counties of Peel, Huron, and Perth had chosen the latter, and although Peel had opted for the Liquor Control Act in 1952, the other counties had not. Difficulties arose for the provincial police officers in such places as Grand Bend which straddled the boundary between Lambton and Huron Counties, and enforcement on one side of the main street was far different from that required on the other side, as far as liquor was concerned. Eventually, to overcome the problem, the boundary was changed in 1955, and the entire village became part of Lambton County.

The Liquor Control Act Investigation Branch (LCAIB) of the provincial police, under Staff Inspector A.M. Shaughnessy, was available to all jurisdictions of the province, including municipalities having police forces. On the request of a chief constable, crown attorney, or municipal council, the branch would conduct investigations to clean up bootleggers and in 1955, for example, prosecuted 219 persons for selling liquor illegally. That year, the commissioner reported that provincial police Car No. 22, which was assigned to the LCAIB, had travelled 30,479 miles on liquor enforcement work. The branch also conducted investigations for the provincial Liquor License Board of proposed applicants for licenses to dispense liquor. Oddly enough, it was this investigative unit that was also called upon to conduct discreet enquiries respecting the personal backgrounds of applicants for appointment to the Ontario Provincial Police.

The criminal identification branches established at district head-

quarters were proving of great value to investigators of both criminal and traffic matters and in some cases were providing services to area municipalities. They continued to operate under the jurisdiction of the Identification Bureau of the CIB at general headquarters. In 1954, personnel were named as representatives of the provincial police to the Michigan-Ontario Identification Association which held its meetings that year in Detroit in April, and Mount Clemens, Michigan, in September. Personnel also went to the meetings of the International Association for Identification at Grand Rapids, Michigan, in 1956, and in Atlantic City, New Jersey, in 1957, much enhancing the professionalism of this very important policing function. The following year, John F. Foley attended a special course at the Southern Police Institute at Louisville, Kentucky. To the equipment of the Identification Bureau at general headquarters, a mine detector had been added in 1955.

## 8

The force had need of all the investigative expertise it could muster on October 9, 1957, when two armed men held up the Royal Bank of Canada in Blind River, a town then enjoying the economic boom emanating from the discovery of uranium at Elliot Lake. The bandits shot and killed the bank manager, Walter J. Bridges, and fled in a car which they commandeered at gunpoint. A car which had been stolen in Toronto was found abandoned near the bank, and later, the car used in the escape was found deserted some fifteen miles north of the town. In the initial stages, the investigation was under the direction of CIB Inspector J.L. McDermott, but when he had the misfortune to break his ankle, his colleague, Inspector Needham, picked up the task and pursued the matter. A painstaking and lengthy investigation led the inspector to Parry Sound, and even Toronto, and only by persistent enquiry were the provincial police able to identify the fugitives as Fred Montgomery and his seventeen-year-old son, Rodney. Warrants were obtained, and all major police forces in Canada and the United States were alerted, and finally, on November 17, the wanted pair were arrested in Saskatchewan and returned to Ontario. At their subsequent trial, both men were found guilty of murder, and the father was hanged at Sault Ste. Marie on July 15, 1958. Rodney Armstrong, for whom leniency had been recommended by the jury, escaped execution when his sentence was commuted to life imprisonment.

Perhaps the most successful burglary ever perpetrated in Ontario up to that time occurred in Brockville on the night of May 3-4, 1958, when the vault of the Brockville Trust and Savings Company was entered and ransacked. Cash, jewellery, bearer bonds, and securities in excess of \$2.3 million had been carried away by the thieves, who also purloined uncounted stock certificates. At the request of Brockville's chief of police, Inspector D.A. Nicol of the provincial CIB was assigned to the case. Investigation soon suggested that the perpetrators had hidden in some upstairs offices of the Fulford Building, which housed the trust company, until the building was vacated and locked up for the night. A hole had been made in the floor of an office above the bank, and a small steel ladder had permitted descent into one of the bank offices. Entering the basement and using equipment apparently passed through a window, the thieves had proceeded to break through a brick wall and to cut through the steel walls of the main vault with acetylene torches. Once inside the vault, they had cut their way into two safes and had broken open a number of safety deposit boxes, then, leaving some fifty pieces of acetylene equipment behind, the gang had fled unseen with the loot.

There were no witnesses, and the only evidence was to be found in the devastated premises of the trust company. There was nothing for it but to examine every piece of debris and every scrap of paper among the thousands of documents and papers dumped onto the vault floor by the thieves. The hard, tedious work paid off when a bankbook of a Montreal bank was found. Not in itself an unusual find under the circumstances, the book led investigators to twenty-two-year-old Rene Martin of Montreal. When a key in his possession led police to more than \$6 million in bearer bonds and stock certificates stored in a locker at the Central Railway Station in Montreal, the investigators had had their first break in the case and their first arrest. It was to be their only arrest with respect to the gang that had attacked the Brockville Trust and Savings Company. Despite all efforts to learn of his associates from Martin, the young man began his sentence of twelve years in the penitentiary on November 20, 1958, without revealing the identity of his accomplices. Over the following years, many of the stolen bonds were cashed in various parts of Canada and the United States, and some securities turned up in Switzerland and South America. A number of persons were charged with offences relating to the possession of stolen property, but the rest of Martin's gang of thieves were never apprehended.



## 9

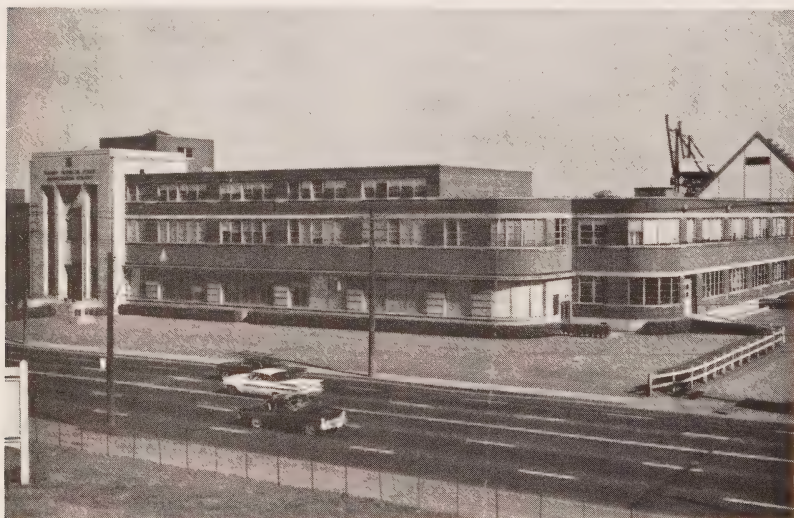
Among the duties of the Commissioner of the Ontario Provincial Police were the burdensome tasks connected with internal discipline. McNeill was no stranger to these procedures, having conducted numerous investigations into force operations and discipline matters during his staff inspector days and he continued to concern himself with some of the more sensitive issues after having attained command of the force. During his years as commissioner, he personally adjudicated forty-one cases of individual disciplinary matters and conducted hearings in nearly every police district. In December, 1956, he heard charges of discreditable conduct brought against eight provincial constables while in attendance at the Ontario Police College in Toronto and assessed fines in each case. In some instances, McNeill undertook to personally reorganize field units in the interests of discipline. At district headquarters in Chatham in 1955, for example, the commissioner ordered the immediate retirement of the district inspector, the staff sergeant, and the sergeant, as well as the transfer of others to different areas of the province. Into the positions vacated he ordered newly promoted District Inspector H. Ramsbottom, Staff Sergeant L.G.A. Walker, and Sergeants E.G. Hope and J.M. Munro.

In his ventures afield, Commissioner McNeill was often accompanied by his police executive officer, Norman Phelps, who was adept at recording the proceedings. By 1955, the police executive officer had risen above the ranks of staff inspector in the hierarchy of the provincial police and was submissive only to the authority of the commissioner and the deputy commissioner. In descending order of rank followed the chief inspector CIB, the senior staff inspectors, the director of the college, staff inspectors, inspectors of the CIB, district inspectors, inspectors of general headquarters branches, the registrar of firearms, staff sergeants, sergeants, corporals, and provincial constables.<sup>10</sup> In 1956, the rank of assistant commissioner was resurrected with the promotion of W.H. Clark and James Bartlett, who were to follow the deputy commissioner in the rank structure. By that time, the general headquarters staff had reached 162, including civilian members, and most worked within the confines of the decrepit old mansion at 13 Queen's Park Crescent. This number of people was augmented daily by visitors to the headquarters, not all of whom were welcome.

... after 9 A.M. each day, the rear entrance to General Headquarters, 13 Queen's Park Crescent will remain locked... on several occasions unauthorized persons have entered GHQ by this entrance and obtained access to offices without proper announcement or introduction.<sup>11</sup>

This order of Commissioner McNeill was directed to all branch heads on February 10, 1956, and represents the first recorded threat to the security of provincial police headquarters.

When the government, in 1952, announced plans to erect a new building on the site of 13 Queen's Park Crescent, even the most optimistic assumed that some time would elapse before the provincial police headquarters would be relocated. Few, however, would have expected a wait of five years, yet it was not until July 18, 1957, that Commissioner McNeill and his headquarters were relocated in a former Orange Crush plant at 125 Fleet Street East in Toronto. The comparatively vast new quarters had been acquired by the government and completely renovated and refurbished by the Department of Public Works to fit the needs of the force. The new facility was described by the commissioner as "... one of the finest and most complete police administration centres in Canada" in his annual report to the attorney general. The large building was to be shared with the Attorney General's Laboratory, which was provided with a separate entrance on Jarvis Street.



*General Headquarters, 125 Fleet Street East.*

To assist members of the staff to reach the new headquarters not yet served by public transportation, the provincial police station wagon was assigned to convey personnel to and from Union Station each morning and at 5 P.M. each afternoon. A lunch room, operated by the Canadian National Institute for the Blind, was opened in the new building on August 20, and schedules were posted in all offices allotting times when staff members would be permitted coffee and lunch breaks.

The commissioner convened the first of his decreed weekly senior staff meetings in the conference room on October 25, 1957, and that fall, a dinner was arranged at the King Edward Hotel to coincide with the district inspectors' conference and was the first of what was to become an annual force tradition. The occasion was one for presentations to senior officers, and the CIB honoured each retiring officer with a magnificent silver tea service.

The security of the new headquarters was considered in 1958 when No. 5 District headquarters moved from Newmarket to the ground floor of 125 Fleet Street, and a Toronto detachment was charged with the task. With the transfer of staff from 13 Queen's Park Crescent came Hazel Deline and Mabel Shearer, the telephone switchboard operators. They also brought with them Jarvis, the cat, which had served so well in ridding the old mansion of an infestation of rats and had provided all with kittens on a regular basis. To reflect her promiscuity she had been named after Jarvis Street, the once notorious red light district of Toronto. New garage facilities became available in the new headquarters building for the force fleet operation which was still known as the General Headquarters Garage and which, in addition to motor vehicles, had the responsibility for the marine service of eight launches, twenty skiffs, and in 1956, a snowmobile, which had been acquired for use in the Port Arthur district. The intensive traffic safety campaign, launched in 1955, created a great demand for additional cars for traffic enforcement, and as a result of the public outcry against the use of unmarked cruisers, many vehicles were called into the headquarters garage to have the doors painted white and appropriate identification insignia inscribed in black. Thus, in 1957, the green Chevrolet with white doors driven by Corporal Bill Baluk of Cobourg, while unusual, was not unique.

Other equipment changes included the introduction of a newly designed shoulder insignia in October, 1955, to be worn on uniforms. The new badges were described as being triangular in shape, four-and-a-half inches wide at the top, by five inches in length.



Bearing the words, "Ontario Provincial Police" and the Ontario shield of the Cross of St. George and three maple leaves, all in gold-coloured thread, the new insignia was greeted with much enthusiasm by the detachment officers who constantly hoped for a uniform of distinction for the provincial force. The parka which had been considered for general issue as early as 1950 as a replacement for the double-breasted pea jacket, was provided only to those officers stationed "in the north." The north was defined in this case as all of Ontario except the southwestern peninsula and areas south of King's Highway No. 7. Thus, in stations such as Ottawa, the bitterly cold winters were considered insufficient reason for the issue of the warmer and more comfortable garments.

In 1955, the district headquarters at Haileybury was moved to North Bay, and on May 1, 1957, the number of provincial policing districts was increased to seventeen by grouping together the detachments of Blind River, Bruce Mines, Elliot Lake, Hornpayne, Jamestown, Michipicoten, Spanish, Sault Ste. Marie, White River, and Wicksteed Township. The new district, No. 14, with headquarters at Sault Ste. Marie, was commanded by District Inspector T.S. Crawford, and the staff included Staff Sergeant G.E. White, who was transferred from North Bay.

## 10

The Department of the Attorney General had grown over the years to a very large organization, responsible for the administration of justice in Ontario, and the Ontario Provincial Police was but one of several areas subordinate to the minister; there were crown attorneys, sheriffs, and other law officers of the Crown in every county and district, as well as magistrates, coroners, and divers other officials. It was hardly surprising, then, that the day-to-day operation of the provincial police was left pretty much to the commissioner without interference and with little direction. The attorney general was nevertheless vitally interested in the force that was waging his much-publicized traffic safety campaign. In June, 1957, Kelso Roberts spoke with Commissioner McNeill, suggesting the appointment of an official historian for the provincial police, and Eric Silk, the assistant deputy attorney general, was directed to pursue the matter further. Silk wrote to McNeill on June 27, suggesting, in addition to the appointment of a historian, that a writer be chosen by the attorney general to compile a force



history for eventual publication. The commissioner, in reply, while agreeing to assist a writer, left little doubt that he did not favour an appointment of a historian.<sup>12</sup> Silk convened a luncheon meeting at the Westbury Hotel in Toronto on July 17 and invited Assistant Commissioner Bartlett, Staff Inspector Trimble, and Norman Phelps, along with retired Deputy Commissioner Killing and former Chief Inspector Ward. Two gentlemen from the McKim Advertising firm, Robert Byron and Thomas Williams, were also asked to attend, and at the conclusion of the meeting, during which the long-service police officers were encouraged to reminisce, Williams agreed to consider undertaking the task of writing a history of the Ontario Provincial Police. Despite the expressed desire of the attorney general, and some serious efforts to gather historical material, nothing came of these ambitious initiatives.

## 11

Commissioner McNeill was beset by poor health, and in May, 1958, was forced, through illness, to seek leave-of-absence from his duties. Perhaps in anticipation of his imminent retirement, Assistant Commissioner Clark was formally appointed acting commissioner by Order-in-Council on May 8. Before this development, Clark's immediate superior had been Deputy Commissioner William H. Lougheed, a long time member of the force appointed in November, 1918, to be stationed at Blind River in the stead of Samuel G. Flanagan. Lougheed had suffered a heart attack and had been absent from duty for some months, and the authorities apparently had no intention of seeing him assume command of the force; steps were taken with some degree of urgency to encourage his retirement, and he superannuated on June 15, 1958.<sup>13</sup>

On August 1, 1958, at the age of only sixty-one years, Edwin V. McNeill retired from the Ontario Provincial Police for reasons of ill health, after having served for thirty-one years, the last five as Commissioner of Police for Ontario. The force had grown to more than two thousand members during his term in office. Considered the champion of the constable and the staunchest supporter of the development of police officers' representation which culminated in the formation of the Ontario Provincial Police Association during his commissionership, McNeill passed away on February 11, 1962, only three years after his retirement.

## *Subject to Direction*

As the economic health of the Province of Ontario continued to improve during the 1950s after a brief postwar let-down, and with industry providing an increasingly affluent work environment, working conditions and salaries of the police hardly kept pace. Despite the organization of a representative association, provincial police officers were still without the right to bargain with the government to improve such matters, and it might be said that job security and an adequate superannuation program were the only attractions for young men seeking careers in the public service. Many trained and experienced officers were lost to the force during the decade as they sought greener career pastures, and while the provincial police added almost two thousand officers to the rolls by appointment, an appalling 908 resignations took place during the ten year period.

Morale was generally good throughout the force, and in the districts the esprit de corps reflected the style and effectiveness of the district leadership. Each district inspector was permitted almost total autonomy within a loose framework of regulations referred to as “force policy,” and in effect, seventeen separate police organizations seemed to exist across the province. Each district fulfilled its policing role according to the dictates of the inspector, and even written reports, ultimately destined for general headquarters, followed diverse patterns and formats. In some isolated cases, however, morale fell below the average level; a constable arriving in Ottawa detachment on transfer in 1959, for example, was asked what trouble he had gotten into to be sent to Ottawa. The morale was such that members of the detachment firmly believed the existence of a penal colony there, although such was not the case. The “punishment posting” concept did exist in some force locations where officers at odds with their commanders were “grounded”—removed from patrol duties and assigned to the



*Ottawa Detachment Office, c.1959.*

radio room. Every serving officer was familiar with the legendary threat of being transferred to Moosonee for misbehaviour. Perhaps an indication of the times could be found in the Routine Police Orders which were published monthly: commendations for work well-done were few and far between, while the section devoted to “punishment imposed” reflected an increasing number of disciplinary transgressions.

## 2

On August 1, 1958, Wilfred Hamilton Clark became the sixth leader of the Ontario Provincial Police and the fifth Commissioner of Police for Ontario, at an annual salary of \$11,000. Born in Glasgow, Scotland, on August 13, 1904, the son of a police inspector, Clark had come to Canada in 1920 with his elder brother John, who joined the provincial police in 1928. Wilfred Clark was appointed a probationary provincial constable on November 29, 1929, and was posted to the Toronto Special District and assigned

to a special patrol to control traffic at the Parliament Buildings. In September, 1936, he was transferred to Oshawa and from 1937 until 1941, served as the high constable for Ontario County. Returning to district headquarters in Toronto in April, 1941, Clark served there until he was promoted to inspector of the Criminal Investigation Branch in 1946. When the Ontario Police College was created at Ajax in 1949, Inspector Clark was appointed director and administered the training establishment there and in Toronto. Following the difficulties encountered by custodial staff at Toronto's Don Jail in 1952 which led to the assignment of a provincial police detachment for security duties, Clark was seconded to the Ontario Department of Reform Institutions, and following a two-month study, the inspector made his report which effectively contributed to a number of much-needed prison reforms. Promoted directly from inspector to senior staff inspector on April 1, 1953, Clark was assigned to the new Accident Division of the provincial police and given command of force responses in the wake of the Sarnia tornado and Hurricane Hazel. He was promoted to assistant commissioner in November, 1955, and served as acting commissioner during Commissioner McNeill's illness from May until August, 1958.

Commissioner Clark learned of his appointment as head of the provincial police from Eric Silk, who had been asked by the attorney general to convey the news and at the same time, to apprise Clark of the minister's wishes with respect to the responsibilities assigned to senior staff members of the force.<sup>1</sup> Clark set out to reorganize the senior command structure at general headquarters.

James Bartlett was promoted to the rank of deputy commissioner at the salary of \$9,000 per annum to replace the departed Loughheed; he was appointed to act as head of the force in the absence of the commissioner and to supervise force responses to industrial disputes and international plowing matches. His mandate also included administration of the headquarters Stores Branch and the Liquor Control Act Investigation Branch, liaison with the press, and public relations. Three new assistant commissioners were appointed: Wilford J. Franks, at a salary of \$8,200 per year, would retain command of the CIB, the Identification Bureau, the Anti-Highgrade Branch, the Weapons Branch, and the administration of the Private Detectives Act. Assistant Commissioner Thomas H. Trimble was granted an annual salary of \$7,500 as he assumed responsibility for all traffic matters, and Ward H. Kennedy became assistant commissioner in charge of the Headquarters Garage,





*Commissioner W.H. Clark.*

Radio Communications, Staff Inspections, and the Anti-Gambling and Recruiting Branches at the same salary as Trimble. The new organization chart also revealed the strengthened position of the police executive officer, Norman Phelps, whose position now was second only to that of the commissioner in the order of rank, despite the minister's suggestion to the contrary, conveyed by Silk at the time of Clark's appointment.<sup>2</sup>

The Weapons Branch, renamed from the Firearms Registration Branch in 1955, continued to register firearms and issue permits to individuals and clubs throughout the province. The registrar, Inspector W.H. Boyd, found his duties eased somewhat in 1958 when the attorney general appointed James Mackey, the chief constable of the Metropolitan Toronto Police, and the chiefs of several other large city forces of the province as registrars of firearms. On February 1, 1960, Boyd retired from the force after nearly thirty-eight years of service, and his successor as registrar was a long-time civilian member of the provincial police, Alexander 'Sandy' Swan.

The frequency with which constables resigned from the force was high, and to offset this loss of personnel the Recruiting Branch came into being to actively seek suitable recruits. The recruiting program attracted 2,872 enquires in 1961, and more than a thousand applications for appointment were received. The increasingly high standards demanded, however, resulted in the rejection of all but 250, and of these, only 156 led to appointments.

The Headquarters Garage saw a change of command in 1960 when Superintendent C.R. Armstrong retired in April and was succeeded by his assistant, R.G. Hawkins, who sadly passed away only eight months later. On January 1, 1961, William A. Henshaw, the mechanic foreman, became the superintendent. Henshaw had become well-known throughout the force during the 1950s when he travelled to many detachments to inspect government automobiles and to calibrate speedometers. Sergeant M.P. Donaldson died on September 18, 1961, and a civilian member, Ernest R. Magann, was named to succeed him in charge of the Stores Branch. Magann had been appointed to the force on February 1, 1956, as chauffeur on the staff of the commissioner.

At the Ontario Police College on Sherbourne Street, Inspector Elmer A. Hoath "... was promoted to the rank of Director"<sup>3</sup> in 1959, following the death of Staff Inspector Tomlinson, and Staff Sergeant A.H. Bird was promoted to inspector. In the seventeen police districts, Inspector S. Ervine, who had replaced the retiring T.W. Cousans at Perth in 1957, passed away in June, 1958, and



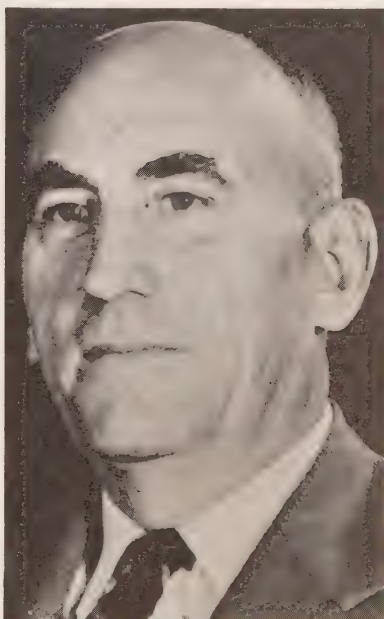
*Deputy Commissioner J. Bartlett.*



*Assistant Commissioner W.J. Franks.*



*Assistant Commissioner T.H. Trimble.*



*Assistant Commissioner W.H. Kennedy.*

was succeeded by J.L. Whitty. At Mount Forest, E.L. Harris was made district inspector in September, 1959, to replace Frank Scott, and G.E. White succeeded T.S. Crawford in Sault Ste. Marie in December. Other changes had occurred in Chatham where H. Ramsbottom was in command, in Niagara Falls where J.H. Marsland had replaced the retiring Christopher Airey, in North Bay where J.E. Johnson was the inspector, and M.W. Ericksen had taken over command of the district with headquarters in Port Arthur.

### 3

When questions were raised in the legislature in 1960 with respect to criminal rackets said to be flourishing in Ontario, there was a demand for government action to combat this form of organized crime. Attorney General Kelso Roberts called a conference with Commissioner Clark and after reviewing a proposal to coordinate province-wide investigations of this nature, ordered the establishment of an Anti-Rackets Squad in the provincial police. Inspector J.L. Erskine CIB had had some experience investigating fraudulent distributorships in the Niagara Peninsula and had proposed the consolidation of prosecutions with respect to similar offences committed in different jurisdictions of the province. When the new squad was created on June 1, 1960, Erskine was assigned, and aided briefly by another newly promoted inspector, R.H. Devereux, set about his task of identifying schemes or rackets where patterns of fraud existed. To consolidate the cases for court, a special prosecutor, Harry Deyman, the crown attorney from Cobourg, was appointed by the attorney general.

During 1960, the squad embarked on investigations with respect to ten companies, resulting in forty-nine charges of fraud and one of conspiracy involving ten persons. Investigations were undertaken to deal with unethical business ventures, including house repair enterprises and confidence men who posed as bank officials to take advantage of elderly people, especially those living alone in rural areas.

A large number of complaints were received from many parts of the province about General Merchandising Distributors of Canada, a Division of General Nylon Corporation, Limited. The company was placing advertisements in newspapers throughout Ontario, offering part-time employment servicing retail accounts in return



for investments of from \$950 to \$1,400. Applicants were interviewed in their homes and for sums of money were granted distributorships to service ten racks of first aid supplies to be placed in local stores. The Anti-Racket Squad investigation revealed that the gross income from this scheme for a three month period exceeded \$75,000, and eight persons were charged with conspiracy to defraud. The special prosecutor called thirty-nine witnesses from various parts of the province to testify at the trial held in Toronto in October, 1961, and all the accused were found guilty and sentenced to jail. The sentence of one was suspended.

## 4

The provincial civil defence organization was dissolved by the government on January 14, 1960, and was replaced by the Emergency Measures Organization—Ontario (EMO). A committee of the Cabinet under the Minister of Planning and Development was appointed "... to formulate and carry out plans relating to survival operations, continuity of civil government, civil defence and natural disasters...."<sup>4</sup> Each department of the government became responsible for its own operational planning, and the organization of auxiliary police forces became the responsibility of all interested municipal police forces as well as the provincial police.

In April, the Provincial Civil Defence Auxiliary Police Force was disbanded, and a new organization more closely affiliated with the Ontario Provincial Police came into being. The Ontario Auxiliary Police were organized in twelve of the seventeen districts and by the end of the year, had enrolled 376 members who were provided with uniforms and were trained by regular provincial police instructors. Inspectors Gilling and Parmenter continued to liaise with the new EMO and to administer and train the new volunteers, while the district inspectors supervised the auxiliary units in their districts. The reorganization was completed in 1961 and the number of volunteers had risen to 466, with the maximum authorized complement set at 508. As part of their training, the auxiliaries accompanied regular provincials on traffic and law enforcement patrols and during the year logged more than twenty-six thousand man hours of volunteer duty.

The extensive building program undertaken by the provincial government since the early fifties had produced a number of excellent structures designed especially for policing needs, and both dis-

trict headquarters and detachment facilities had improved immensely. Located close to areas of policing responsibility rather than in the former downtown locations, the new buildings provided a much increased service and were more visible and accessible to the public they served. New headquarters buildings were erected at Port Arthur, Niagara Falls, Barrie, Burlington, and Belleville, and in 1962, at Long Sault, a new structure was completed to house No. 11 District headquarters which was then moved from Cornwall. Fine, modern detachment buildings were constructed at many locations.

The excellent radio communications network of the provincial police had been augmented in 1957 by a teletype system linking general headquarters with fifteen district headquarters offices and was expanded to Districts No. 16 and No. 17 in 1960. Installed by the Bell Telephone Company, the service provided the very system proposed in 1934 by Acting Chief Inspector John Miller, who had also been the one to propose a radio system. In 1961, the radio and teletype sections were joined to create the Communications Branch, and by 1962, the system had 74 fixed radio stations and 693 mobile units, including marine cruisers, and provided twenty-six portable transceivers for special assignments.



*Fine modern detachment buildings. Bracebridge, 1957.*

## 5

The Criminal Investigation Branch had been charged with the administration of The Private Detectives Act since the war and in 1958 had registered thirty-seven agencies in Ontario. In that year, however, because of the number of complaints registered by judges of the Supreme Court of Ontario, the Attorney General's Department drafted new legislation to eliminate the term "private detective." On January 1, 1959, The Private Investigators Act, 1958, came into force and provided for closer supervision and control of investigative agencies and their employees. To administer the Act, Allan F. Shields, secretary to the CIB, was appointed registrar.

A Toronto television program in May, 1960, transmitted on the Canadian Broadcasting Corporation network, carried an interview with a woman who claimed to be a professional divorce correspondent, who had participated in more than a hundred divorce actions in which false testimony was offered in evidence. The attorney general immediately ordered an investigation by the CIB, and the woman was located and interviewed, but she denied the broadcast claims. The matter was pursued further, and a search of divorce records at Osgoode Hall revealed sufficient evidence to charge Theodore Nasimok, a Toronto lawyer, with a criminal offence. He was found guilty, sentenced to three months imprisonment, and fined \$1,000, and on his release from jail, was disbarred by the Law Society of Upper Canada. In other actions, two officers of the York County sheriff's office were suspended for irregularities in the service of divorce documents.

Investigations into alleged aberrations in divorce cases became a routine matter for CIB investigators, as an increasing number of actions were referred to them by the Queen's Proctor, the official of the Department of the Attorney General appointed to intervene in probate and divorce suits when collusion or suppression of facts was alleged.

## 6

On June 1, 1961, H.H. Graham was named chief inspector of the CIB. Graham had gained prominence a few months earlier with the



successful conclusion of a case that had perplexed investigators for more than eight years. It was in August, 1952, that the provincial police in Sebringville were advised of the disappearance of Helen Robson Kendall from her home at Johnston Harbour in Bruce County. The message was passed on to the detachment in the area, and both Corporal H. Black and Provincial Constable W.S. Cluff began their enquiries. Mrs. Kendall had lived with her husband, Arthur James Kendall, and their small children in a cabin near Kendall's work at a local sawmill, but since August 2, had not been seen by neighbours. Kendall had claimed that, following a spat, his wife had left him and returned to live with her mother, but a suspicious friend had checked with the woman's family and found the account untrue. Inspector Neil of the CIB was assigned to assist Cluff in the investigation, and together they questioned Kendall and the children, but to little avail. On September 3, a box of clothing was found in the bush and was identified as belonging to the missing woman. The garments were taken to the Attorney General's Laboratory in Toronto. There, Dr. Sharpe was able to find traces of blood, but could not state for certain whether the stains were of human origin.

Inspector Graham was assigned to the case on September 7, and the investigators persistently interviewed Kendall and the children over many months, but no evidence could be adduced to support their suspicions of wrongdoing. As the years passed, the Kendall children grew up and one by one, left home. The investigators continued to seek them out and question them about the disappearance of their mother, convinced that the children knew more than they had admitted. Finally, on January 20, 1961, the dogged tenacity paid off; seventeen-year-old Anne Kendall made a statement to Graham and Sergeant C.N. Anderson. She told of awakening at dawn on that long ago August morning, lying beside her sister Margaret in the upper half of a bunk bed above the bunk occupied by her parents. She related seeing her father place a bloody knife on the table, then drag the limp body of her mother out of the cabin. She recalled that after some twenty minutes, her father had returned and wiped the bloody floor with her mother's clothing and the bedding, and washed the floor clean. The child had remained silent because she feared her father. When her sister Margaret, then her brother James, confirmed the girl's story, biologists from the Attorney General's Laboratory were again called upon and examined the cabin where the Kendalls had lived eight years earlier. They removed most of the flooring for closer exami-



nation in the laboratory and found traces of the existence of human blood in large quantities.

Even though the body of Mrs. Kendall could not be found, Arthur James Kendall was arrested on January 27, 1961, as he reported for work in Clinton and was charged with her murder. At his subsequent trial in Walkerton, Kendall was found guilty and sentenced to death. No trace of the murdered woman was ever found.

Even more timely arrests in criminal cases occasionally left the police frustrated in their search for evidence. The Havelock branch of the Toronto-Dominion bank was robbed of more than \$220,000 on August 31, 1961, by four men who escaped in a late model Buick car. The provincial police were quick to respond to the call and set up roadblocks in pre-arranged locations. Within an hour of the hold-up, the bandits' car was intercepted by one of the provincial cruisers, but after a collision and shots being fired at the constable, the fugitives were able to elude pursuit. Later, the Buick was abandoned and the four men walked about three miles to rendezvous with a fifth man driving another car and their flight to the east continued. Again they were pursued by a provincial car and were forced to abandon their vehicle and take to the bush on foot.

The bush search lasted five days before all were arrested and charged with armed robbery, but the loot was never found. Every means available was employed in the search for the missing money, and for years afterwards, treasure seekers were to test their theories without success. The investigation was headed by Inspector L.R. Gartner CIB and involved many officers, including District Inspector J.A. Stringer, Sergeant S.W. Palmateer, and Corporal G.S. Gray.

7

The 1950s were no less difficult for police officers called upon to face the dangers of their chosen profession than the earlier years had been. A number of provincials were killed in motor vehicle accidents during their tours of duty: Corporal H.T. Shaughnessy of Port Colborne on September 19, 1953; Provincial Constable J.A.C. Behan of Perth on April 14, 1956; Provincial Constable P.H. de Larue of Matheson on May 25, 1957; Provincial Constable P.R. Sebborn of Kenora on July 1, 1957; Provincial Constable H.J. Harper of Gananoque on September 11, 1957, and Provincial Con-

stable W.J. Jacob of Barrie on October 3, 1958. The new decade was hardly begun when Provincial Constable E.R. Wickens of Orillia lost his life in a crash on May 10, 1960.

When provincial police officers in Merritton were summoned to the residence of Elgin Bradley on December 21, 1956, they were met by a man with a gun who threatened to shoot them if they approached the house. The officers were able to calm him sufficiently to permit them to enter the building where they found Mrs. Bradley lying on the floor dying of a gunshot wound. When other officers came to the scene, however, Bradley opened fire on them and a gun battle ensued and ended only when Bradley was wounded. He was arrested and when his wife died the following day, he was charged with murder. Corporal R.E. Bass and Provincial Constables A.P. Thomson and R.B. Weeks were commended in Police Orders for their part in the affair.

A police officer in eastern Ontario was less fortunate when he confronted an armed man. Constable Ronald F. Pitt of the Morrisburg Police Department was shot and killed by men he had disturbed in the process of stealing a car in the early hours of August 24, 1957. The provincial police sent an inspector of the CIB to pursue the case, but despite many weeks of intensive investigation, failed to identify the assailant, and no murderer was ever brought to justice.

Perhaps the most vicious of all assaults on provincial policemen occurred during the early morning hours of Christmas Day, 1958. Provincial Constable Calvin R. Fulford was at home with his wife at Ear Falls, contemplating a quiet holiday eve, when he was summoned to a disturbance at a nearby Indian settlement. When he had failed to return home after several hours, his wife became alarmed and telephoned the Red Lake detachment, and officers from there headed for Ear Falls, seventy miles away. Proceeding to the settlement, they approached the home of Albert Young, where Fulford had been summoned, and found the young constable lying dead beside the trail near his police cruiser. In the cabin they came upon the bodies of four more persons, three men and a woman.

Inspector J.L.M. Needham of the CIB was assigned to the case, and investigators were able to quickly reconstruct the chain of events leading to the deaths. Albert Young, a forty-five-year-old Indian, lived in his small, two room cabin with his three grown sons, Thomas, James, and David. On Christmas Eve, James and David left the cabin to visit the small party in progress at neighbour Chris Williams' place, and toward midnight, Thomas Young

dropped in, but when he began to argue with his brother David, he was asked to leave. After awhile David and James also left, accompanied by James and Clara Gordon, and when James stopped in at a friend's place enroute, the others went on to the Youngs' home. As the Gordons entered, there was some shooting; David Young turned and ran back to the Williams house and asked George Williams for help. The two young men then went for the constable who returned with them to the Youngs' cabin, but as George Williams walked through the door, a shot was fired and he fell. The others ran for cover, and David Young managed to escape along the river bank. Constable Fulford managed less than sixty feet from the cabin when he was brought down by a bullet in the shoulder.

Thomas Young had killed his father, Williams, and the young Gordon couple. He then cold-bloodedly advanced upon the wounded provincial constable who was trying to crawl to his cruiser, withdrew the officer's revolver from its holster, placed the muzzle in Fulford's mouth, and delivered the coup de grace.

Thomas Young was located at the home of his grandfather on that Christmas morning, and the posse of provincials led by Corporals Bender and MacGarva used tear gas to flush him out and make the arrest. He was taken to Kenora, tried, and found guilty and on June 30, 1959, was executed.

## 8

Special duties such as response to industrial disputes and labour unrest had become the norm for the provincial police over the years, but other more pleasant responsibilities came their way on occasion. One of these, while demanding a good deal of planning and extra work, was the royal visit, during the summer of 1959, of Her Majesty Queen Elizabeth II and her consort, His Royal Highness Prince Phillip. The royal couple visited the nation's capital, toured the facilities of the newly opened St. Lawrence Seaway, and visited the residence of the governor general in Port Hope during their stay.

Begun in August, 1954, the construction of the seaway had been a gargantuan undertaking, entailing the relocation of entire communities, the inundation of the old villages of Iroquois, Aultsville, Farran's Point, Wales, Dickinson's Landing, Moulinette, and Mille

Roches, more than two hundred farms, and miles of railway and highway. In all, more than six thousand families had been resettled along the north shore of the St. Lawrence River. The seaway, which included a hundred-square-mile headpond where, before, the old communities had existed since loyalist days, opened for traffic on April 25, 1959.<sup>5</sup> In 1961, near Morrisburg, Upper Canada Village was opened by the Premier of Ontario, the Honourable Leslie M. Frost, on June 24. An authentic reproduction of an early nineteenth century loyalist settlement, the village contained a number of structures which had been relocated there from the villages lost through the construction of the seaway. The great influx of tourists to the historical village and to the new St. Lawrence River park system, which included the Crysler Farm Battlefield Park, greatly increased the work of provincial police traffic details in the district.

As in years gone by, the provincials were called upon to provide special duty teams when the Harmsworth Trophy races took place in Ontario waters. Detroit's legendary sportsman, Gar Wood, had long since ceased to defend the grand prize of speedboat racing with his *Miss America* boats, and a Canadian boat, *Miss Supertest III* and Bob Hayward, had captured the trophy. In 1961 and again in 1962, the event was staged in the waters of Long Reach in the Bay of Quinte near Picton and attracted such dignitaries as the Prime Minister of Canada, John Diefenbaker, Premier Frost, and Mayor H.J. McFarland of Picton. Thousands of eager enthusiasts flocked to the events to see *Miss Supertest III* defeat all challengers.

Law enforcement on inland waterways in Canada became the responsibility of police forces of the province in 1961 when the Canada Shipping Act was amended. The federal police force was relieved of the duty when the laws pertaining to small craft on inland waters were included in the Criminal Code for which the provincial attorneys general had sole responsibility. Thus, in Ontario, where most of the 78,747 square miles of inland waterways lay within provincial police jurisdiction, the marine role of the Ontario Provincial Police was changed overnight from onshore policing to actual watercraft enforcement. The force was ill-prepared in its available facilities, both in equipment and personnel:

None of our boats have been purchased for other than our normal onshore policing functions. Our fleet is in no way designed for the water enforcement function... onshore policing is defined as regular police duty performed in close proximity to our waterways and requiring a mode of transportation on the water



to conduct investigations of occurrences at cottages, cabins and island resorts accessible only by water.<sup>6</sup>

## 9

Leslie Frost resigned from office in October, 1961, and his successor and Ontario's thirteenth premier was John Parmenter Robarts of London. The new premier opted to retain much the same cabinet as his predecessor, and A. Kelso Roberts was to continue to serve as attorney general. The minister's much-vaunted traffic safety and enforcement campaign had continued with little abatement into the sixties, with the Ontario Provincial Police applying a greater part of force manpower—in excess of seventy-five percent—to the program. The superhighway, King's Highway No. 401, continued to expand toward the ultimate goal of a continuous Windsor to Quebec controlled-access, multi-lane road. The portion designed to bypass Toronto had been extended beyond King's Highway No. 27 in the west and Kingston Road in the east and was demanding increasing provincial police patrols. The Trans-Canada Highway in Ontario had been completed in 1960 and by the time the new premier had taken office, the province reported more than two million registered automobiles—double the number recorded only ten years earlier. The provincial police were respon-



*Onshore policing. The Temagami, launched in 1949.*

sible for maintaining patrols over more than 9,000 miles of King's Highways and in excess of 65,000 miles of other roads. It was hardly surprising then, that the aimed-for reduction in the toll of lives and property in traffic mishaps was proving difficult to attain. The highest number of persons killed since 1957 was recorded in 1961, but considering all the factors, merely to hold the line must have been seen as justification for the intensive, long-term campaign. The introduction of the Breathalyzer about 1958 contributed largely to the curtailment of drivers affected by alcohol who, it was claimed, contributed to thirty percent of all accidents. The Attorney General's Laboratory in Toronto provided the necessary Breathalyzer training to an increasing number of provincial constables.

Another multi-lane highway running north from Toronto toward the Muskoka resort country had only recently opened to traffic when an appalling accident occurred which was to have a profound and lasting effect on the Ontario Provincial Police Force. A motorist, whose ability to drive was said to have been impaired by the consumption of alcohol, drove into the wrong lanes of King's Highway No. 400 just south of Barrie, and in the ensuing head-on collision, four members of one family were killed. Kelso Roberts, mindful of the continued appeals from Commissioner Clark for more men and having the advice of his assistant deputy minister Silk, engaged the services of the Traffic Institute of Northwestern University in Evanston, Illinois. Seeking a solution to the perplexing problem of continued mayhem on Ontario's highways, the attorney general discerned that with the supporting recommendations of one of the top traffic authorities in the United States, he would be able to convince his Cabinet colleagues to increase the manpower of the provincial police. In September, the assistant director of the Traffic Institute began the study which was completed in October, and the attorney general anxiously awaited the report. When it was received in mid-December, however, the minister was stunned at the magnitude of the manpower increase recommended and already beset by other events which had overtaken his department and the provincial police force, decided not to submit the report to Cabinet at that time. He directed Silk to "bury the report," but copies were already in the hands of the commissioner and others.<sup>7</sup>

## 10

On November 29, 1961, an event occurred which left the Ontario Provincial Police deeply shaken. Mr. J.J. Wintermeyer, the leader of the Opposition in the Ontario legislature, made a lengthy speech in the House which contained grave allegations of corruption in the government and in the provincial police. On the following day, the premier denied the allegations and on December 11, announced in the House the appointment of Mr. Justice Wilfred D. Roach of the Supreme Court of Ontario as a commissioner under the Public Inquiries Act to inquire into Wintermeyer's charges. It had been alleged that organized gambling had flourished in Ontario and that the Department of the Provincial Secretary had been partly to blame by the failure to properly administer the laws with respect to charters incorporating social clubs. The failure of the Department of the Attorney General to repress such clubs was also partly to blame, it was alleged, and police officers as well as certain officials of the department had been "contaminated." Roach chose Roland F. Wilson, QC, as senior counsel to the Royal Commission.

## 11

The Anti-Gambling Branch of the Ontario Provincial Police had been extremely active for many years in its efforts to suppress illegal gambling in the province and provided enforcement expertise on a regular basis to many municipalities seeking assistance in curbing the nefarious trade. Members of the branch dealt with common gaming and betting houses where slot machines and pin-ball machines were operated and games of chance such as three card monte were offered. They sought out bookmakers and punch-board carriers, lottery ticket salesmen and cockfight operators, and endeavoured to at least control the incidence of illegal games at travelling shows, carnivals, circuses, and fall fairs. The branch assigned men in undercover roles as employees in factories and other plants to try to root out incidences of the policy or numbers racket, an illegal form of lottery occasionally rampant among factory workers.

In March 1958, a young provincial constable assigned to the

Anti-Gambling Branch was directed to assume a clandestine role at Ontario racetracks to discover and expose the alleged fixing of races, the doping of horses, and other illegal gambling activities. Richard J. Crowley obtained employment as a groom for A.J. Halliwell, a racehorse owner, and over the next eight months, worked in that capacity at the tracks at Woodbine, Old Woodbine, and Fort Erie, where he gained the confidence of trainers, jockeys, valets, and exercise boys. By November 4, Crowley had amassed evidence of battery stimulation of horses and the supplying and injection of drugs which would affect a horse's performance on the track. When the evidence had been passed on to his superior, Sergeant John M. Anderson, Crowley quit his job as groom. At a subsequent hearing held by the Ontario Racing Commission, the evidence adduced by the provincial constable resulted in the suspension of Philip Giancola, a groom, Gilbert Rowntree, an exercise boy, and the reprimand of others.<sup>8</sup>

Many of the allegations of criminal gambling activity considered by Mr. Justice Roach were with respect to Vincent B. Feeley and Joseph P. McDermott who were said to have been involved with gambling operations in a number of social clubs. The Cooksville Club, otherwise known as the Centre Road Club, the Riverdale Club in Toronto, the Roseland Club in Sandwich, the Frontier Club in Bertie Township near Fort Erie, and the Tisdale Club in Peterborough were named in this connection. The evidence before the commission indicated that despite the efforts of dedicated police officers, some of these establishments had flourished for a long time before finally being put out of business, and this had led to rumours of protection by those responsible for law enforcement. Insofar as the law officers and staff at the Department of the Attorney General were concerned, Roach found the rumours to be without foundation. The evidence did show, however, that Feeley's and McDermott's attempts to corrupt members of the Ontario Provincial Police had succeeded with one member of the force—Provincial Constable R.J. Wright<sup>9</sup>—and that Feeley had been guilty of "despicable conduct" in cultivating the companionship of the wife of a dedicated police officer in the hope of gaining information pertaining to the activities of the Anti-Gambling Branch. The gamblers had attempted to corrupt Corporal J.H. Hatch in Windsor, but had been rebuffed, and Provincial Constable Frank Armstrong had reported to Sergeant Anderson an attempt to establish "a business partnership" between him and McDermott by J.F. Cronin when the latter was a member of the



provincial police in 1954. When a further approach was made to Armstrong by McDermott, the constable had gone to Staff Inspector Tomlinson, and together they had reported to Commissioner McNeill. Several attempts had been made by the gamblers to arrive at some form of mutually beneficial arrangement with Corporal W.J. Shrubb of the Anti-Gambling Branch, offering on one occasion to purchase for the officer a hotel in Chatham or a home in Toronto "if a working arrangement could be arrived at." Shrubb refused and reported the attempts to his superiors. On one occasion, Shrubb was offered a transfer within the provincial police in return for favours, with the added possibility of an early promotion; another time, Feeley offered to leave \$1,000 monthly in Shrubb's mailbox if he would advise the gambler of Anti-Gambling Branch intentions.<sup>10</sup>

Much of the evidence presented to the Royal Commission came from Provincial Constable George Scott, a member of the Anti-Gambling Branch who had continued to report to his superiors on matters which seemed to him to smack of corruption. On the orders of Commissioner Clark, and with the endorsement of the attorney general and his deputy minister, Scott had been given the role of an agent provocateur to expose fellow officers who had betrayed their trust and supported criminal activities by their indiscretions. In the Niagara Peninsula, he had exposed two members of the branch who had agreed to inform gaming establishments there of impending police raids, and both provincial constables W.C.B. Lawrence and K.C. Lamorie were permitted to resign from the force in 1960 after they had been suspended from duty by the commissioner. Provincial Constable Wright, whose corruption had been exposed by Scott, had been arrested on May 28, 1960, by Inspector Graham CIB and along with Feeley and McDermott, had been charged with conspiracy (a year-and-a-half before the Royal Commission was created).

Many other witnesses were called to testify before Mr. Justice Roach, including Eric Silk, Commissioner Clark, and Norman Phelps. Deputy Commissioner Bartlett testified in response to allegations that he had accepted \$1,000 from the gamblers. He declared that he had found the money concealed beneath a flower pot on the back porch of his home in 1957. District Inspector J.A. Stringer of Peterborough, who had delivered to Sergeant Anderson in 1958 a brief dealing with an alleged gambling establishment in Niagara Falls known as the Ramsay Club, testified that he had received the brief in the mail after first being offered assistance to clean up the

Ramsay Club by two lawyers who had visited him at his cottage. He was unable to recall the names of the lawyers and appeared unaware that Feeley had recently urged Shrubbs to raid the Niagara Falls club.

The Royal Commission hearings which began on March 20, 1962, were finally completed on October 23, and Mr. Justice Roach retired to consider the evidence and to prepare his report. The premier, sensing the embarrassment which the whole affair had created for his cabinet, replaced Kelso Roberts as attorney general on October 25.

## 12

By the end of 1961, the morale of the Ontario Provincial Police in the field had hit a low, postwar ebb. Promotions had become infrequent and were based almost solely upon seniority, which permitted the less competent to become the supervisors of more able but junior officers. During the early fifties, an average of more than fifty-five officers could expect a promotion in each year, whereas from 1959 through 1961, that average had dropped to thirty, even though the strength of the force had increased. When McNeill became commissioner in 1953, a provincial constable could expect to receive consideration for promotion to the rank of corporal after serving the force for nine or ten years. By 1958, it took eleven years, and by 1961, an almost incredible thirteen or fourteen years service was practically a requisite. There were some exceptions, of course: those employed in areas of specialization such as identification officers in the district headquarters were often raised in rank with much less service.

The five-day work week had prevailed in Ontario for some years, even in the civil service, but the provincial police still worked for six days each week. To compensate for the fifty-two extra days worked annually, the provincials were granted an additional one week (six days) holiday each year. The Ontario Provincial Police Association enjoyed a strong membership, and many officers devoted themselves unstintingly to try and improve the lot of their brethren, but bargaining rights still eluded them after seven years, and the frustration and discouragement was never far below the surface. The Roach Inquiry did little to cheer the men.

When, in the Speech from the Throne in the Ontario legislature on November 22, 1961, the lieutenant governor announced gov-

ernment plans to create an Ontario Police Commission (OPC), feelings must have been mixed. The OPPA had for years urged the establishment of a body comparable to the boards of police commissioners which administered municipal police forces on behalf of municipal councils. In this way only, it was perceived, would provincial police officers ever gain the right to bargain with their employer, the government of Ontario. At provincial police headquarters at 125 Lakeshore Boulevard East (renamed from Fleet Street in 1959) there were some reservations. When the premier introduced his bill entitled *An Act to Amend The Police Act* on November 28, the day before Wintermeyer's tirade, he announced an Ontario Police Commission which would be responsible for, among other things, the supervision of the Ontario Provincial Police Force.<sup>11</sup> The position of Commissioner Clark was seen as debased; apparently he was no longer to enjoy a direct reporting relationship to the attorney general. Further, the new amendments provided for the abolishment of the title of Commissioner of Police for Ontario, traditionally held by the Commissioner of the Ontario Provincial Police since first created in 1921. In future, it was proposed, the powers of that office would be divided between the new police commission and the provincial police commissioner. The Act received Royal Assent on December 15, 1961.

Even as the Roach Royal Commission heard evidence pertain-



*Ontario Police Commission. left to right, Herbert A. Sparling; Judge Bruce J.S. Macdonald, chairman; Thomas J. Graham. (T.J. Graham)*



ing to alleged wrongdoing in the government and in the Ontario Provincial Police, the government proceeded with the new legislation. On March 13, 1962, Premier Robarts announced in the legislature the appointments to the new Ontario Police Commission of Judge B.J.S. Macdonald, chairman, Thomas J. Graham, and Major General Herbert A. Sparling. The commission came into being on April 1 and on the basis of the amendments, assumed supervision of the Ontario Provincial Police:

Section 40(2)—Subject to the direction of the Ontario Police Commission, the Commissioner has the general control and administration of the Ontario Provincial Police Force.<sup>12</sup>

To clarify the role intended for the police commission, Attorney General Kelso Roberts had told the House, "It will have powers of direction, overseeing and leading the Ontario Provincial Police Force which will be directly under the Commissioner."<sup>13</sup>

Bruce J.S. Macdonald undertook his new duties as chairman of the commission with the aggressiveness for which he was known. An Albertan and a graduate in law in 1926, he had done post-grad-



*Subject to direction. The Ontario Police Commission and Senior Ontario Provincial Police. left to right, seated: R.J. MacGarva; K.W. Grice; L.R. Gartner; J.L. Erskine; A.T. Eady; J. Craig; D. Adair; Attorney General A. Kelso Roberts; Judge B.J.S. Macdonald; T.J. Graham; H.A. Sparling; E.H. Silk; W.J. Franks; L. Neil; T.H. Trimble; standing: C.W. Wood; J.H. Hatch; H.M. Sayeau; R.H. Devereux; J.W. Harris; N. Phelps; H.M. Purdy; J. Bartlett; Deputy Attorney General C.R. Magone; W.S. Rhodes; R.H. Wannell; D.V. Whiteley; A. Macleod; R. Taylor; W.J. McBride; C.E. Parmenter; W.D. Duncan; A.M. Shaughnessy; D.A. Nicol; E.A. Hoath; F.C. Kelly. (T.J. Graham)*



uate work at the Harvard Law School and had gone into practice in Windsor in 1939. He served overseas in the Second World War with the Essex Scottish, becoming the commanding officer in 1944, and for his war services, had been awarded the Order of the British Empire and the French Croix de Guerre. He was named chief prosecutor for Canadian forces at the Nuremburg trials of German war criminals, after which he returned to Canada to be appointed crown attorney for Essex County in 1952. In 1961 he was appointed a county court judge.

Having no office accommodation, the new Ontario Police Commission moved into the provincial police headquarters on Lakeshore Boulevard where they made full use of force administrative facilities. Until other support staff could be appointed, the commission assigned provincial police staff inspectors to conduct field operations with respect to municipal police forces over which the commission had inspectorate powers. Staff Inspector Whiteley and Inspector R.L. Taylor were sent to Petrolia, for example, and Staff Inspector Neil and Inspector K.W. Grice CIB were assigned to visit the Sudbury force in 1962. The senior staff of the provincials apparently settled down to an amicable arrangement with the new masters, and Commissioner Clark evidenced no signs of resentment with respect to the usurpation of his previous, all-powerful position.

The report of the Traffic Institute was made available to the police commission, and within months, steps were taken to begin implementation of some of the recommendations. The OPPA submitted a brief on June 27, 1962, endorsing the establishment of the OPC which was already having a beneficial impact on the working conditions and the morale of the force.

In June, the Civil Service Commission of Ontario authorized a five-and-a-half-day work week for the provincial police, with the direction that a five-day week be worked in winter and six days in summer. At the same time, the OPC ordered that the sixty-eight provincial constables employed in radio dispatching duties be replaced by young civilian operators who would undertake to accept appointments as provincial constables when of age to do so. The changeover was to take effect on January 1, 1963.<sup>14</sup> When the commission's recommendation to the Treasury Board resulted in increased salaries for the provincial police, the men were delighted, and the announcement of a new promotional program did much to uplift the spirits of the provincials; the dark days, it seemed, were finally coming to an end.

When Assistant Commissioner Franks pointed out the need for more criminal investigation expertise in the field, the OPC decreed that selected personnel recommended by the district inspectors be brought to the college in Toronto for a special course leading to the creation of a detective sergeant rank. It was intended to locate these trained and qualified officers in each district headquarters, eventually to be assisted by a number of qualified constables who would be made detectives. Courses at both levels were set up at the college by Senior Staff Inspector Hoath, and training began. The plan for establishing the rank of detective was abandoned after a number of hopefuls had attended the course, but on January 8, 1963, the first detective sergeants were promoted from corporals: D.J.A. Alsop, L.J. Bolt, H.J.W. Coedy, L.H. Erskine, R.H. George, H.W. Gunn, G.H. Herries, N. Hogarth, J.A. Jolley, L.G. Lyle, W.G. Murray, J.S. McBride, R.C. Pettigrew, E.L. Schroeder, and G.E. Smith.

Less welcome to the constables was the decision to require all provincial constables to sit for examinations before being granted first-class rating. Many officers of long service on top salary were now obliged to join with their juniors to undergo these examinations to qualify for the new first class constable rank. The juniors required but four-and-a-half years of service to qualify for the new rank, which provided for an increase in salary to \$5,000 a year—fifty dollars more than the salary of a second class constable. Of the more than one thousand who wrote the first province-wide examinations held on September 28, 1962, eighty-nine percent were successful.<sup>15</sup>

### 13

When Frederick McIntosh Cass, a lawyer from Winchester, was appointed attorney general in October, 1962, as the Royal Commission hearings came to an end, Commissioner Clark, perhaps still smarting from the embarrassment to himself and to the force engendered by the hearings, had offered his resignation to the new minister. It had been refused. The embarrassment continued, however, while Roach's report was still awaited, and aware of the diminution of his position as commissioner by the creation and activities of the Ontario Police Commission, Clark tendered his resignation early in 1963. Members of the Opposition in the legislature were critical of the position in which the government had

placed the head of the provincial police; on February 25, 1963, Elmer Sopha said, "We on this side of the House do not believe there should be anything in the way of control over the Ontario Provincial Police by the police commission."<sup>16</sup> The following day, Mr. Wintermeyer expressed the feelings of his party, pointing out that when the positions of Commissioner of the Ontario Provincial Police and Commissioner of Police for Ontario were divorced, the Ontario Police Commission had, in effect, taken over both roles and made Clark's position intolerable.<sup>17</sup>

The attorney general assured the House that the year of experiment and of advances under the Ontario Police Commission had taught the government many lessons and the OPC had been extracted from the day-to-day operations of the provincial police. He added:

Commissioner Clark was a very faithful public servant; he served the Ontario Provincial Police and the people of our province exceedingly well for two score years. He was a good policeman, he was an exceedingly loyal head of the police force, loyal both to his superiors and to those who worked with and under him.<sup>18</sup>

At his own request, W.H. Clark was relieved from duty as the Commissioner of the Ontario Provincial Police on January 31, 1963. He continued in the service of the province, however, accepting the position as senior advisor on police services to the Ontario Police Commission.

# 17

## O.P.P.

Attorney General Cass was faced with the selection of a successor to Commissioner Clark. The Roach Commission report was expected at any time, with the prospect of having recommendations that could affect the choice of a new head of the provincial police. In the meantime, the minister sent his assistant, Eric Silk, to attend to the commissioner's business at force headquarters each day until the appointment was made. As early as January 3, 1963, however, the *London Free Press* had already suggested Silk as the probable new commissioner,<sup>1</sup> and there is little doubt, considering later events, that Cass had already made up his mind.

The attorney general's address in the legislature on February 25, 1963, informed the House of the study done by the Traffic Institute of Northwestern University: "A Report to the Attorney General of Ontario on the development of a Police Traffic Supervision Program for the Ontario Provincial Police Force." Revealing some of the reorganization contemplated for the provincial police force as a result of the report, and obviously after consultation with Silk, Cass announced that "the Force will have a strong head with deputy minister's rank so that it may stand on its own feet. It will have a deputy commissioner who will be chosen for his proven policing and administrative ability. There will be five principal divisions of the Force, each headed by a carefully selected senior officer having the rank of assistant commissioner. These will not be merely token divisions... these divisions will be administrative division, staff services division, special services division, field division and traffic division..."<sup>2</sup> Hinting that the government might be considering making the appointment of a commissioner from outside the force, Cass declared, "In my main office are senior officials who have dedicated their professional lives to matters of the function of government. Some of them, at least, by their work over the years, their background of training and their keen-





*Commissioner E.H. Silk, QC.*

ness of mind and God-given common sense are ideally equipped to review and appraise the police picture, particularly in the light of the Northwestern Report".<sup>3</sup>

Eric Hamilton Silk, QC, with the approval of the Cabinet, was promoted to deputy minister rank, the highest attainable in the civil service, and was appointed Commissioner of the Ontario Provincial Police Force on March 1, 1963. Born in Hamilton, Ontario, on March 13, 1908, a graduate of the Osgoode Hall Law School, and a Queen's Counsel, Silk had been appointed to the Department of the Attorney General in 1934 as an assistant law clerk. In his twenty-nine years with the department, he had amassed a remarkable record: he was Ontario's first legislative counsel and had been assigned to compile the Revised Statutes of Ontario, a task formerly entrusted to a commission of judges. Eric Silk had been given the administrative responsibility for the Unsatisfied Judgement Fund, had proposed and helped create the office of the Registrar of Regulations, and had completely reformed the district and county court systems in Ontario. Silk had re-written the Coroners Act leading to the appointment of a supervising coroner for the entire province and had personally selected Dr. Harold Beatty Cotnam of Pembroke from the many interested in gaining the position. Eric Silk had served as senior solicitor and counsel to the attorney general and since 1956 had been the assistant deputy attorney general.

As might have been expected, there were detractors who asked how a civil lawyer without police experience could be expected to lift the provincial police from its state of low morale and to reorganize the force into a more efficient law enforcement agency.<sup>4</sup> Probably the strongest objection was raised by Mr. Justice Roach when his report was finally completed on March 15, 1963: he contended that the Commissioner of the Ontario Provincial Police should not be a deputy minister in the attorney general's department, or any other official in that department for that matter, and that the Ontario Police Commission should retain control over the provincial force to avoid the evils of political bedevilment.

The Ontario Police Commission chairman, Judge Macdonald, was not about to give up the supervision of provincial police operations without a fight, and the championing of his cause by the Royal Commissioner must have given him encouragement. When Cass had first assumed the attorney general's portfolio the previous October, Macdonald had been advised that "It was the intention of the Government to have the section (of the Police Act) again

amended by the Legislature so as to eliminate the Commission's powers of direction respecting the Ontario Provincial Police."<sup>5</sup> With the support of the Roach Report, however, Macdonald submitted a brief directly to the premier seeking "to retain Ontario Police Commission jurisdiction over the Ontario Provincial Police,"<sup>6</sup> but the legislation was passed in April, 1963, which gave Silk his mandate to lead the provincial police without commission interference.

Other detractors of Commissioner Silk's appointment were to be found within the ranks of the force: subordinates who resented the intrusion of one they considered an outsider who would frustrate their own ambitions of reaching the top post. Silk soon sensed some disloyalty, and this was confirmed by a meeting with Attorney General Cass who advised the commissioner of attempts to have him removed from office.

## 2

The report of Mr. Justice Wilfred D. Roach on March 15, 1963, contained 383 pages of typescript and touched upon every facet of the evidence heard during the lengthy proceedings. Roach was critical of the actions of Provincial Constable George Scott and his superiors for what he termed "actually aiding and abetting" an offence of unlawful gambling. He reported otherwise with respect to some other officers of the provincial police:

There were three men on the Ontario Provincial Police Force, all of whom were certainly dedicated police officers, most honourable men and beyond reproach. They were Sergeant Anderson who was at the head of the Anti-Gambling Squad operating out of headquarters in Toronto, Corporal Shrubbs who was under him, and Sergeant Hatch who was stationed at Windsor. Shrubbs resigned from the Force on January 15, 1959 to become Chief of Police at Peterborough...<sup>7</sup>

Of Inspector Stringer, Mr. Justice Roach reported that "in my opinion Stringer's usefulness as a member of the Ontario Provincial Police is ended." Dealing with the evidence with respect to Deputy Commissioner Bartlett, the Royal Commissioner was of the opinion that it was necessary to remove him from the force.<sup>8</sup>

One of Commissioner Silk's first duties, then, was the unpleas-

ant one of removing two very senior officers who, between them, had amassed no less than seventy-two years of dedicated service with the Ontario Provincial Police. Inspector Stringer, the hero of 1940 and the only force recipient of the King's Police Medal, submitted his resignation as soon as Silk telephoned him in Florida where he was on sick leave. Bartlett, on the other hand, objected strenuously to his ouster, but finally submitted his resignation as ordered.

### 3

Armed with the Northwestern University report of 1961, the new police commissioner was able to review the wide range of recommendations made in considering his plans for the reorganization and revitalization of the provincial police. The report contained ninety recommendations and dealt with the organization of the force, personnel, housing and equipment, operations, administration, and traffic records. The grouping of the seventeen policing districts into three zones, each to be commanded by an assistant commissioner, was proposed, as well as an increase in the strength of the force by an astronomical eighty-eight percent and the doubling of the number of automobiles used by the provincial police. The general headquarters, it was recommended, should be divided into four divisions, each headed by a deputy commissioner, and the need for the upgrading of educational requirements for appointment to the force as well as psychological testing of recruits was stressed. A new Ontario Police College was recommended to replace the facility on Sherbourne Street, and programs of in-service and supervisory training as well as outside courses at selected universities were proposed.

The government had already taken steps in 1962, shortly after the report was delivered to the minister, to improve the training facilities available to police forces in Ontario, and on January 7, 1963, the first class in the new Ontario Police College was convened. Established in a former air force station near Aylmer, the new facility would no longer operate under the administration and direction of the provincial police, but rather the Ontario Police Commission, and the staff members were appointed from outside the Ontario Provincial Police. To assist with training at the outset, however, Sergeant C.B. Cresswell and Corporal H.D. Sears had



been temporarily transferred from the provincial police in December, 1962.

The training establishment on Sherbourne Street in Toronto became the Ontario Provincial Police College and was to continue to serve the special requirements of the provincial force; training was adapted to the specific needs more suited to deployed-force policing. A ten-day orientation course was set up for recruits as basic training and indoctrination before assigning them to the care of senior constables in detachments; later, they would attend the Ontario Police College in Aylmer.

Shortly after his appointment, Commissioner Silk arranged a meeting with his senior staff and district inspectors to discuss, among other things, his desire for greater uniformity in the administration of the districts and to consider the Traffic Institute report recommendation respecting the need for mechanics in each district headquarters. Inviting suggestions for improved administration, the commissioner then set out on a tour of the province with the intention of visiting every headquarters and detachment to meet with and hear from the men he was to command. From these meetings emerged a number of valuable lessons that were to have a lasting effect on the provincial police force. When he was told in the Niagara district that the public found the title "Ontario Provincial Police" displayed on force shoulders "too much of a mouthful," and that the men themselves referred to the organization simply as the "OPP," Silk, on his return to Toronto, set himself to design a new and distinctive motif to identify the force and encourage greater public awareness of the provincial police. At the same time, it was hoped that the new motif would help distinguish the provincial force from other police agencies—a wish expressed by many officers the commissioner had met in the field.

Choosing the crown (as the almost exclusive insignia right of the Ontario Provincial Police) above the block letters OPP surmounting the provincial shield as his design, the commissioner's chosen motif was applied to new uniform shoulder flashes, to patrol car doors, and eventually to highway and building signs across the province. Within a surprisingly short time, the people of Ontario latched on to the new identity and OPP became the accepted name and symbol for the provincial police. The news media furthered the cause by ready acceptance and increased usage.

Before the fact, however, Silk had run into some opposition respecting the use of the crown. When the matter of the motif was put to the Cabinet for approval, a patrol cruiser bearing the new



*A distinctive motif.*

markings was displayed at Queen's Park, and some serious reservations were expressed by the Minister of Municipal Affairs, J.W. Spooner, and the Minister of Public Welfare, Louis P. Cecile, who represented ridings where largely French-speaking electorates might be expected to show their displeasure.<sup>9</sup>

4

From his meetings with the men who were doing the policing in Ontario's hinterlands, the commissioner learned that few had undergone any formal training whatever since leaving the police college after joining the force. The Traffic Institute was asked to devise appropriate in-service training courses to be presented at the OPP College, and before the end of the year, supervisory courses were attended by senior officers, including the commissioner and nearly three hundred others. Another program was devised to further the investigative skills of senior constables. Weapon training at district and detachment levels was upgraded by the provision of sufficient ammunition, and a program of annual qualification rec-

ognized the successful marksman with a crossed-revolver badge to be worn on the sleeve of the tunic. The need long felt for publications dealing with specific "on-the-street" complexities of policing was filled to some degree in 1963 by the publication of *A Manual on Arrest for Police Officers* by Staff Inspector Albert H. Bird, Ontario Provincial Police.<sup>10</sup>

To Silk's discerning eye, training was noticeably lacking in another area, which prompted him to enquire about the riding expertise of those assigned to motorcycle patrol. When he learned that the superintendent of the police garage, William Henshaw, would pass those coming to Toronto to pick up motorcycles by observing their riding ability and that no training whatever was provided, the commissioner ordered all motorcycles off the road.

The first motorcycle course for the provincials was convened by the Canadian Provost Corps at Camp Borden on May 13, 1963, and was attended by twenty-five constables under Sergeant R.N. Williams. The military instructors were less than impressed with the unmilitary demeanor of the police officers who were not inclined to salute army officers. The policemen, for their part, thought that the quarters provided for them left much to be desired. When Commissioner Silk learned that the arrangement seemed to have got off to a rather poor start, he was no doubt disappointed. He must have been appalled when he was advised that two of the class, who had been selected from members of the force already assigned to motorcycle patrol, "... could not ride at all." The report of the school commandant, Lieutenant Colonel B.W.E. Lee, was also critical of the equipment issued to the motorcyclists, and as a result, the force soon provided additional gear for the motorcycles and improved protective clothing for the riders. Safety sunglasses were researched, for example, and the best available were provided. Better quality rain wear was issued.

Despite such an inauspicious start, the motorcycle students nevertheless settled down and with the exception of Provincial Constable G.M. York, who was injured and returned to his detachment, all emerged from the gruelling course trained and qualifed. At the graduation ceremony, a military inspection and review was the order of the day and in addition to the army personnel, was attended by Commissioner Silk, Staff Inspector Gil-ling, and John Clark, the district inspector at nearby Barrie. On this day was forged a binding link of friendship, comradeship, and mutual respect between the force and the Canadian Provost Corps that was to endure for years. By the fall of the year, the training



provided at Camp Borden had proven so successful that members of the provincial police motorcycle patrols from various detachments formed a precision riding unit, with Provincial Constable J.H. Hickling as the leader of the ride, and demonstrated before admiring crowds at agricultural fall fairs at Barrie and Norwood. At Barrie, track conditions were less than ideal and on one dangerous manoeuvre, a violent collision occurred, leaving two members of the ride with broken legs. Provincial Constables D.H. Pursley and G.H. Winter eventually returned to their motorcycle duties. From the uniforms worn by the OPP motorcycle officers, the precision team came to be known as the Golden Helmets and their exciting demonstrations were much in demand.

In 1964, the force acquired the services of a motorcycle instructor from the army as a member of the provincial police assigned to the force training unit. George Francis Shepherd was appointed to the Ontario Provincial Police on April 1 in the unique position of a uniformed civilian instructor and remained until September 15, 1965. The Ontario Provincial Police College continued the training begun by the Canadian Provost Corps until 1966 when the course was commenced at the Ontario Police College at Aylmer under the guidance of Corporal Pursley.



*Training at Camp Borden. Commissioner Silk, in civilian attire, joins Canadian Army officers during inspection of OPP motorcyclists.*



## 5

At the Camp Borden passing out parade in 1963, Commissioner Silk had been the only participating dignitary dressed in civilian attire and on the suggestion of his military colleagues there, decided that a uniform for the commissioner would be more appropriate. On his return to Toronto, a uniform was ordered, but not content with the rank insignia proposed by his executive officer, Phelps, Silk set afoot the quest for the appropriate badges of rank for the commissioner positions of the provincial police. The design ultimately chosen was the crossed tip-staves surrounded by a laurel wreath, the traditional badge of rank worn on the epaulets by commissioners of police throughout the British Commonwealth. The commissioner would wear the new badge surmounted by a crown, and the deputy commissioner would wear a star or pip above his crossed tip-staves. For assistant commissioners, the wreath-encircled insignia would mark the officer's rank.

Uniforms for the entire force underwent changes to improve the appearance of the officers and to respond to the expressed desires of the men themselves for more distinctive apparel. Newly designed jackets were issued, and the parka was provided as a work garment to all members wherever they were stationed. New badges were also designed and taken into regular use. The cap and the tunic lapel badges of the force retained the overall design established many years before, but the addition of coloured enamel in the circle behind the words "Ontario Provincial Police" made them more attractive and distinctive. Blue was adopted for those below the rank of inspector, while the more senior ranks displayed red-enhanced insignia. Brass "OPP" collar tabs were issued for summer shirt wear and a new, light blue band was added to the uniform caps. New raincoats replaced the old army-surplus anti-gas garments, and white raincovers for hats completed a much improved foul-weather outfit.

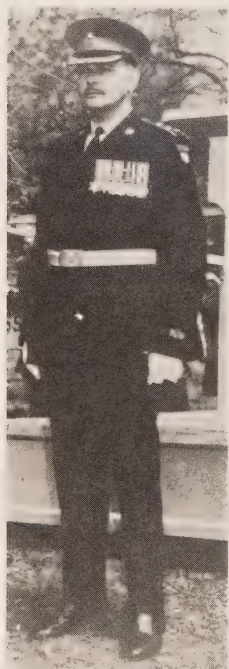
For many years, the force had operated a tailor shop as an adjunct to the Stores Branch to perform minor repairs and alterations to uniforms to be sent out to the men. Before the move to 125 Fleet Street in 1957, Provincial Constable George A.F. Crosbie had done the duty in a tiny room on the fifth floor of the Parliament Buildings. After Silk had assumed command of the provincial police, a qualified master tailor was added to the quartermaster stores staff:



*The Commissioner's crossed tipstaves insignia.*

Joseph Lorik, who assumed charge when Crosbie retired and added a staff of competent civilian craftsmen.

When Commissioner Silk returned from a visit to the United States, he ordered the roofs of all black and white patrol cars to be painted white. The long-suffering officers assigned to these cars in the summertime had for many years pleaded for just such a change which would deflect the sun's rays and reduce the inside temperature of the cars, and were gratified that their individual comfort was at last being considered by the top echelon. They were less pleased, however, and considerably inconvenienced by a new edict of the commissioner handed down in March, 1964: cruisers would no longer pick up the men at their homes at the start of their tours of duty, a practice that had prevailed for many years. There was little doubt that Silk had made his decision to preclude public criticism of the force, but the men were provoked nonetheless. The procedure had been perceived as advantageous to the public; duty reliefs conducted in this way permitted longer patrol time on the assigned beats with a corresponding reduction in time spent



*Uniforms were improved. left: Inspector C.B. Cresswell in ceremonial dress; right: Issue at the Quartermaster Stores.*



returning to an often inconveniently located office at shift change. Sensing the resistance, and to provide officers a chance to make other transportation arrangements, Silk delayed the date of the change for a month until May 1, 1964.

## 6

In January of 1963, some fourteen hundred bushworkers employed by the Spruce Falls Power and Paper Company of Kapuskasing went on strike. For a time, independent woodcutters continued to deliver pulpwood to the mill, but the strikers, members of the Lumber and Sawmill Workers, United Brotherhood of Carpenters and Joiners, resorted to intimidation, and the work soon stopped. Another group, however, members of a cooperative, continued to cut and stack pulpwood at Reesor Siding for shipment to



*New badges were issued.*

the Kapuskasing mill, and the Ontario Provincial Police kept a special detachment at Kapuskasing under the command of a staff inspector to maintain order.

On the night of February 10, between three hundred and five hundred strikers and supporters headed for Reesor Siding in automobiles to put a stop once and for all to the strike-breaking activities there. The twelve provincial constables on duty at the siding had no chance at all to stop the angry strikers from invading the



cooperative property, but the workers there did. Believing their lives threatened, they fired rifles into the mob, killing three and wounding another nine persons.

The entire provincial police detail was rushed to the scene from Kapuskasing, recorded the names of the 237 strikers still there, and quietened the milling crowd before further violence ensued. Nineteen of the Reesor Siding settlers were arrested, and a number of rifles and shotguns were seized, but fearing reprisals from the strikers, the OPP sent for reinforcements. From Toronto came the chief inspector and an inspector of the CIB, and from virtually every police district in the province, black and white cruisers bore scores of provincial police officers to Cochrane, Kapuskasing, and Hearst where they were to remain for some time.

Two hundred and fifty union members were charged with taking part in a riot and with unlawful assembly. Those arrested were confined at the Monteith Industrial Farm near Iroquois Falls and transported by escorted buses to Kapuskasing for court appearances. On May 24, 1963, Magistrate W.S. Gardner found 138 of the strikers guilty of unlawful assembly and assessed fines of \$200 each. Twenty of the Reesor Siding settlers were charged with the non-capital murders of Fernand Druin, Irene Fortier, and Joseph Fortier. At the fall assizes of the Supreme Court of Ontario in Cochrane on September 30, 1963, the grand jury ordered the release of all but three of the accused: Heribert Murray, Leonce Tremblay, and Paul Coulombe. The three appeared before Chief Justice McRuer on charges of possession of weapons dangerous to the public peace and each was fined \$100. In recognition of the part played by provincial officers in the handling of the affair, a special commendation was published in Routine Police Orders on February 28, 1963.

When the provincial police and the Orillia police set up roadblocks on the morning of May 23, 1963, they were hoping to apprehend two armed and masked men who had held up the Canadian Imperial Bank of Commerce in Beaverton and fled in a stolen car with nearly \$40,000. At 11:27 A.M., the bandits ran two roadblocks and during the ensuing chase, shots were exchanged and both police and bandit cars were holed, although no one was injured. Eventually captured at another roadblock in Orillia, Ian Douglas MacDonald and Gary Lee MacConnell were sent to the penitentiary for ten years. Detective Sergeant R.C. Pettigrew, Corporals A.E. Houldsworth and D.R. Oerton, and Provincial Constables T.H.D. Kerr, H.L. Raymer, W.C. Bowles,

and R.S. Rose were all commended for their part in the affair. They considered themselves fortunate not to have been harmed in the fierce exchange of shots. There seemed little doubt that the use of firearms in the commission of crimes was on the increase, but this was hardly surprising. In 1963 in Ontario, there were no less than nine hundred authorized dealers in firearms, whereas only ten years earlier there had been sixty-three.

On February 13, 1963, following an investigation into a hit-and-run accident near Tillsonburg, Provincial Constable F.J. Berenz went to the country trailer home of Harry E. Visaw with a warrant for Visaw's arrest. He was greeted with a blast from Visaw's shotgun and was wounded in the thigh. Visaw was sent to prison for five years.

Provincial Constable L.H. Logan was assigned to the summer detachment at Constance Bay in Carleton County in 1963 and had seized a rifle from Royal Henry Seguin for an infraction of the Game and Fisheries Act. On June 29, Seguin went to the OPP office and confronted Logan with a shotgun, demanding the return of his seized rifle. Logan drew his service revolver and shot Seguin in the neck. Seguin was charged with attempted murder.

While Berenz and Provincial Constable R.J. Arbour, who had come to his aid, were both deservedly commended in Police Orders for their part in the Visaw affair, Logan's feat of arms received no mention, and his courageous defence of his life passed unheeded.

## 7

Commissioner Silk's plan for the reorganization of the provincial police force was patterned to a great degree on the proposals made in the Northwestern University report and by the end of 1963, had largely been implemented. The new command structure recognized the existing seventeen police districts and the three-area decentralized administrative concept had been rejected. A partitioning of the general headquarters into five divisions had also been chosen. Reporting directly to the commissioner were the heads of the Administration Division, the Staff Services Division, and the Special Services Division: Assistant Commissioners D.V. Whiteley, W.H. Kennedy, and H.H. Graham respectively. Under Deputy Commissioner T.H. Trimble, Silk's second-in-command, were the Field and Traffic Divisions under their respective assistant commissioners, L. Neil and J.L.M. Needham, each of whom was



*Deputy Commissioner T.H. Trimble.*



*Deputy Commissioner D.V. Whiteley.*

assisted by a chief inspector: D.A. Nicol in Field and J.L. Whitty in Traffic.

The commissioner's staff was composed of his executive officer, Norman Phelps, and the director of personnel, S.J. 'Buster' Whitney, who had come to the force from elsewhere in the Ontario public service and who, by government decree, reported directly to the head of the force. At the very outset, Silk recognized the need for an aide and receptionist and cast about seeking a suitable officer. He chose Corporal L.G. Bruner of Forest for the post.

The administrative divisions had been divided into areas of responsibility to be known as branches, and in the Administration Division there was a Staff Inspections Branch of five staff inspectors, a Planning Branch under Staff Inspector Bird, the Training Branch which operated the OPP College under the direction of Chief Inspector E.A. Hoath, and the Budgeting and Accounting Branch. The Staff Services Division was made up of support branches: Records, Radio Communications under Inspector W.J. McBride, Transport, Quartermaster Stores headed by E.R. Magann, and the Public Information Branch. Special Services Division, the investigative area of the force, had a number of special units: the CIB, the Liquor Control Branch under Staff Inspec-





*The Commissioner's Senior Staff. left to right, seated: J.L. Whitty; J.L.M. Needham; T.H. Trimble; Commissioner Silk; D.V. Whiteley; W.H. Kennedy; L. Neil; H.H. Graham; standing: S.J. Whitney; A.H. Bird; W.A. Gibson; D.A. Nicol; R. Taylor; N. Phelps.*

tor A.M Shaughnessy, Anti-Gambling led by Inspector Anderson, the Anti-Highgrade Branch of Inspector C.W. Wood, and Inspector J.L. Erskine's Anti-Rackets Branch. The Registrar of Private Investigators, A.F. Shields, and the Registrar of Weapons, Alexander Swan, came under the direction of Graham's division.

The Field Division had the Emergency Measures Branch and auxiliary police supervision under Inspector Parmenter. The auxiliary became the Ontario Provincial Police Auxiliary Police Force in 1963. The division shared the administrative responsibilities for the seventeen police districts with the Traffic Division, which had also to direct the Traffic Safety Branch, a function transferred to the force from the Department of the Attorney General.

## 8

Probably the greatest change affecting the entire membership of the provincial police emanated from Silk's determination to devise and activate a promotional system based on merit, but with due consideration given to the experience inherent in seniority. On taking office, he found that the paucity of promotions during his predecessor's tenure had left the force with many vacancies in the corporal and sergeant ranks, a situation which was contributing to the



# ONTARIO PROVINCIAL POLICE INSIGNIA OF RANK



## COMMISSIONED RANKS



COMMISSIONER



DEPUTY COMMISSIONER



ASSISTANT COMMISSIONER



CHIEF SUPERINTENDENT



STAFF SUPERINTENDENT



SUPERINTENDENT



CHIEF INSPECTOR



INSPECTOR

## N.C.O. RANKS



SERGEANT MAJOR



STAFF SERGEANT



IDENTIFICATION SERGEANT



SERGEANT



CORPORAL



*Insignia of rank.*

low morale. During his tour of the province however, he was faced with the bold insistence of constables who, having completed the required number of years of service, demanded to know when their promotions would be approved. When the commissioner returned to Toronto and discovered that while the force had less than three thousand members, the badge numbers issued had passed the four thousand mark, he saw a way to "confuse and confound" those who considered seniority the only prerequisite for promotion: he ordered the re-issue of all force badge numbers which had been abandoned through attrition. Despite the advice of some of his senior advisors, he had violated a military tradition that a man's regimental number was his alone forever, and a resentment was engendered among the members of a force established, to a great degree, on military tradition. The last badge number issued sequentially was 4296 to Provincial Constable J.E. Winik in September, 1963. The next appointee, G.E. Adams, was assigned number 2002, formerly held by Provincial Constable Gerald Banks, who had left the force in 1956. Henceforth, a man's service would no longer be distinguishable by his badge number.

When the new promotional procedures were first set in motion, it was planned that those recommended by district inspectors for promotion to the ranks of corporal and sergeant would be called before a promotional board. This was changed; men were henceforth invited to appear before the board in order of seniority. The permanent promotional board was to be composed of the deputy commissioner, the assistant commissioner Field Division, the district inspector of No. 5 District, a staff inspector designated by the commissioner, and the director of personnel. The board was to conform to a merit system which was to give due consideration to "... all pertinent characteristics and qualifications including seniority and special training."<sup>11</sup> To help identify these characteristics, a performance rating system was inaugurated in the summer of 1963, and in September, all personnel were rated by their immediate supervisors. There was considerable grumbling, but the consensus prevailed that the system was beneficial and a man would know where he stood.

Morale soared as the promotions made in the force during 1963 far surpassed what had come to be expected during the earlier sixties, and no less than 203 officers were raised to higher ranks. Commissioner Silk's mandate permitted him to set in motion a recruiting drive heretofore unknown to the provincial police. The recommendation made by Northwestern University for the mas-

sive influx of new men into the force, which had prompted Attorney General Kelso Roberts to attempt suppression of the report, was now to be fulfilled. Since the report was received in 1961, however, manpower needs had changed due, in some degree, to the effect of the unanticipated assumption of greater waterways policing duties and by the organizational changes wrought by Silk. It was decided then to seek about five hundred new appointees each year until optimum strength had been reached; the Treasury Board and the legislature quickly approved the increase for 1963.

For the first time, recruiting teams travelled to various parts of the province to interview and screen applicants; it was no longer necessary for hopefuls to travel to Toronto. The recruiting program was successful in attracting large numbers of those seeking appointment, and during the last half of the year, 3446 applications were received. Although of these only 389 were accepted for appointment, the aimed-for five hundred had been inducted by year-end.

In the course of seeking suitable applicants for the force, inquiries from a number of high schools in Ontario prompted a plan to recruit young men below the age of twenty-one years required by the Police Act. Rather than lose desirable youths who might seek other careers rather than wait a number of years after completing high school, a cadet program was initiated with the approval of the Cabinet to enlist suitable applicants of eighteen and nineteen years of age who had completed Grade XII education. The first cadet to be appointed to the Ontario Provincial Police on August 12, 1963, was J.H.L. Redpath, and by year-end, nineteen others had been assigned to duty throughout the province.

The force strength increased from 2,438 members to a total of 2,891 during Silk's first year in office, and the number of cars reached 721. There were 218 detachments altogether of which 41 were assigned to contractual municipal policing. On July 1, 1963, a detachment was established in a portable classroom on the Department of Highways property at King's Highway No. 401 and Keele Street in Downsview; the detachment was to patrol the Toronto bypass which then reported an average traffic density of 68,000 vehicles in each twenty-four hour period. The new unit was comprised of Corporals S.C. Butler and A.L. Brooks, with thirteen provincial constables, and took over the highway which had been served by detachments at Bond Lake, Whitby, and Port Credit. Downsview detachment was seen at the outset as destined to become one of the largest in the province. A year later, No. 5

District headquarters was moved there as well from 125 Lakeshore Boulevard, leaving behind a detachment for security and for Metropolitan Toronto inquiry duties.

By the end of 1963, a great deal had been done to bring the force up to the rigid standards set by the commissioner. He had visited more than 130 field offices, ordered the formation of a precision marching group at the request of the OPPA, and had arranged for the training of a number of corporal instructors to provide in-service training at the district and detachment levels. The headquarters establishment of the force had undergone a major reorganization, but as the Northwestern University report had cautioned, the success of the reorganization depended to a very great degree on the character and aptitudes of the personalities chosen for key positions. With this in mind, the management consulting firm of Price Waterhouse and Company of Toronto was commissioned to make a study of all senior key personnel of the force in the light of the experience gained during Silk's first year at the head of the OPP.

## 9

Price Waterhouse delivered the "Review of Headquarters Organization" report to Commissioner Silk on January 21, 1964. According to the findings of the consultants, the function of the executive officer was identified as the senior staff advisor to the commissioner, which had given the incumbent great authority. The reorganizations which had affected the force headquarters during the preceding decade had, however, greatly reduced the need for this position, as the inherent responsibilities had dispersed with the growth of the force. The fact that the commissioner, with his background and training, did not have the same requirements as some of his predecessors further moved the consultants to recommend the reassignment of the executive officer. Accordingly, Norman Phelps was transferred to the Staff Services Division to serve as aide to Assistant Commissioner Kennedy.

The report also considered the function of the director of personnel. As the consultants saw it, Whitney had been acquired by the force because no one within the organization had the necessary experience for the position and he had been able to overcome to a great extent the resistance to the appointment of a civilian from outside. The consultants were much impressed with Whitney's personality and ability, and as a result of the Price Waterhouse rec-



ommendation, the Public Information Branch was transferred to the office of the director of personnel, and Whitney was named administrative aide to the commissioner as well.

The concept of having but one deputy commissioner in the force organization was condemned. It was emphasized that "... the dangers of 'one-over-one' relationships (as when the Force reports to a Deputy Commissioner and then to a Commissioner)" precluded efficient administration. Further, "... where there is a single Deputy, he must, of necessity, be regarded as the heir apparent to the Commissioner's position."<sup>12</sup> The consultants recommended the appointment of a second deputy commissioner to assume responsibility for the planning and headquarters services provided by the Administration, Staff Services, and Special Services Divisions.

While Deputy Commissioner Trimble continued in the senior role as deputy commissioner of operations, Whiteley was made deputy commissioner of services. His place at the head of the Administration Division was taken by Neil, and Whitty became the assistant commissioner of the Traffic Division. Other changes in the rank structure of the provincial police occurred in 1964 when chief inspectors became known as chief superintendents and were designated as second-in-command of the divisions, with the rank insignia of a crown and two pips worn on each epaulet. Staff inspectors became staff superintendents who wore rank insignia of a crown and one pip, and district inspectors were retitled superintendents. They displayed a single crown on the shoulder.

A new rank created in 1964 was that of sub inspector when E.J. Baker, J. Hanson, W.G. Milton, and D.E. Wellesley were promoted, but the rank was abandoned the following year and the four officers were promoted to inspectors who wore three pips in a row



*Assistant Commissioners. left to right: J.L. Whitty; J.L.M. Needham; L. Neil.*

on their shoulders. The rank title of chief inspector was revived to designate branch heads in general headquarters, and although the rank status was equal that of the superintendents, the rank insignia consisted of three pips mounted triangularly.

The divorce of the OPP from the last vestiges of Ontario Police Commission influence was complete in January, 1964, when Judge Macdonald resigned as chairman of the commission. He left apparently to protest the actions of the attorney general in lessening the powers of the police commission by the separation of the OPP from its sphere of responsibility. In Macdonald's place, Cass appointed R.P. Milligan, QC, formerly the crown attorney from the minister's riding in Cornwall, who was to prove a more tractable chairman than his predecessor. Milligan gave his assurance that the commission would stand clear of the operations of the Ontario Provincial Police and would offer direction "... only in matters of general and broad policy..."<sup>13</sup> It seems doubtful that this intention was foremost in Milligan's mind when he was appointed, however; the *London Free Press* on January 31, 1964, cited reports that control of the OPP would once again be vested in the Ontario Police Commission rather than Attorney General Cass. Milligan, the paper reported, had said that new amendments to the Police Act were to come before the legislature "to clarify just who is the boss of the provincial police."<sup>14</sup>

When Bill 99 was introduced in the legislature, it provided not for control of the provincial police, but for increased powers for the Ontario Police Commission to delve into organized crime, and detractors insisted that such legislation would lead to nothing less than a police state. The power to hold hearings in camera was seen as a terrible and sinister infringement upon the rights and freedoms of individuals, and in the ensuing storm of indignation, Cass was left with little choice but to resign as attorney general. The bill, which was said to have been drafted by Judge Macdonald before his resignation, was withdrawn and Cass departed. His successor was the member from Sault Ste. Marie, Arthur Allison Wishart, QC, who was sworn in as Ontario's twenty-first attorney general on March 26, 1964.

Crime, whether organized or otherwise, flourished in Ontario as elsewhere, and the Anti-Rackets Branch of the provincial police was kept busy dealing with various schemes to defraud the public. Three additional members had been assigned to the branch in March, 1963, to assist Inspector Erskine: Detective Sergeants E.S. Loree, P. Sawatzky, and J.S. Kay. Branch members investigated

such diversified rackets and fraudulent activities as home improvement schemes, bad cheques, real estate manipulations, and dishonest used car transactions. In 1963, a number of oil paintings purported to be the genuine works of such eminent Canadian artists as A.Y. Jackson, T. Thomson, Emily Carr, Cornelius Krieghoff, and others had been sold throughout Ontario, and it was only through information received from the National Gallery in Ottawa that a scheme to distribute spurious oil paintings was revealed. The investigation by Erskine was a long, difficult one, but successfully concluded when two Toronto art dealers, Leslie W. Lewis and Neil Sharkey, were brought to trial.

In the north, the Anti-Highgrade Branch raided premises in Virginiatown, Larder Lake, and Kirkland Lake and uncovered a scheme in which a group of miners were methodically engaged in stealing gold from the Kerr Addison Gold Mines in Virginiatown.

The suppression of disorderly houses by the Anti-Gambling Branch continued unabated, and in 1963 alone, premises in thirty-five separate municipalities were the subject of investigations, and in Welland, Ralph Pratt, believed to be one of the most active bookmakers in the Niagara Peninsula, was closed down and sent to prison.

## 10

The government of Ontario finally granted collective bargaining rights to the Ontario Provincial Police Association in 1963, and the first negotiating committee was established by Order-in-Council in 1964. Donald J. Collins, the chairman of the Civil Service Commission, was named as chairman of the committee, and the government appointed Commissioner Silk, Thomas R. Hilliard, and Albert L. Stacey as the management representatives. For the OPPA, the president, D.F. MacDonald, and Cyril J. Parkinson of the OPP were joined by Dennis Latten of the Police Association of Ontario. Latten was later replaced on the committee by Edward Forster, the OPPA treasurer. The following year, A.R. Dick, QC, of the Department of the Attorney General, replaced Collins as chairman, the OPPA established its first permanent office at 34 Clapperton Street in Barrie, and the outgoing president, MacDonald, was named full-time executive manager of the association.

In 1964, the OPP promotional process was to be further refined

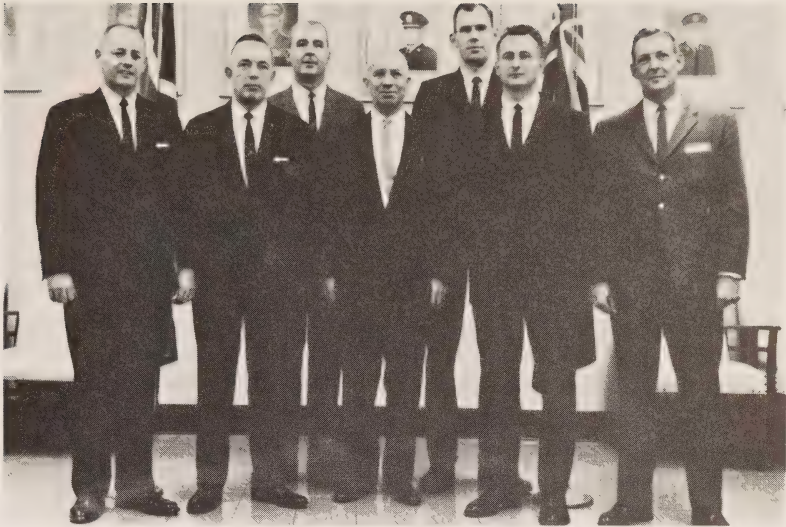
by the development of examinations devised especially for the police. When vacancies in the ranks of the Criminal Investigation Branch demanded the identification of the most qualified officers for the exacting duties, the means used in the past to make the selection were abandoned; Silk was not content with the traditional method of seeking recommendations from a conference of incumbent CIB inspectors. Mindful of the advice of colleagues who headed some of the larger and more proficient police forces in the United States, the commissioner sought out the firm of McCann Associates, "Consultants in Public Personnel Management," of Philadelphia, and the senior associate, Forbes E. McCann, came to Ontario and eventually set up one of the most sophisticated promotional programs the force had ever witnessed.

Through the office of director of personnel Whitney, an invitation was extended by memorandum on June 5, 1964, to all members of the force holding the rank of corporal or above to participate in a promotional competition to fill the ranks of the CIB. The first phase of the program consisted of written examinations prepared by McCann Associates, and the candidates sat simultaneously in several centres across the province on July 21. More than 160 officers participated in the difficult all-day tests which provided for an assessment of general learning ability, visual comprehension, and investigative knowledge and judgement. Those successfully passing the examination phase were invited to appear before a special selection board at general headquarters, and some sixty officers were called to Toronto to undergo the second phase of the program. Each officer was to endure a forty-five minute, intense, psychologically stressful interview by the board which was composed of the awesome panel of Deputy Commissioner Whiteley, Assistant Commissioners Graham, Needham, and Neil, Mr. Whitney, and Forbes McCann, the psychologist.

When the results had been tallied, only nineteen officers had so far successfully passed the hurdles of the competition, and these were invited to attend a criminal investigation course at the OPP College for two weeks in August. The course was perhaps the most intensive ever offered at that facility and was conducted under the watchful eye of the ever-present Assistant Commissioner Graham, an officer of outstanding criminal investigative experience. The course was concluded by final examinations and the candidates were returned to their detachments to await their fate.

On October 1, 1964, the successful competitors were promoted to the rank of inspector CIB and welcomed at general headquarters





*Successful CIB candidates, 1964. left to right: J.M. Hillmer; W.H. Armstrong; G.A.A. DuGuid; Commissioner Silk, R.A. Ferguson; J.W. Lidstone; D.D. Higley.*

by Commissioner Silk. They were all former corporals; G.A.A. DuGuid, R.A. Ferguson, D.D. Higley, and J.W. Lidstone. The competition also resulted in the promotions of Corporals J.M. Hillmer, W.H. Armstrong, and A.W. Goard to the rank of detective sergeant.

## 11

The test of McCann Associates' methods had been pleasing, and preparations were begun for the first real trial of the force promotional policy of advancing the best available leaders, to be launched in 1965 with a massive constable-to-corporal program. On August 5, 1965, eight hundred provincial constables wrote the examinations, but when the final results revealed that fewer than two hundred had attained the level required for promotion, many were incensed. When the editor of a Toronto newspaper took to the editorial pages to criticize the examinations on the grounds they were devised by an American firm, Silk personally sought out the editor to clarify the unfair inference, but to no avail, and the force was eventually obliged to seek out resources within Ontario.

While CIB inspectors continued to attend homicide courses at

Harvard University, other high quality training was made available to selected members of the force. Courses at the RCMP in Ottawa, the Federal Bureau of Narcotics in Washington, D.C., and at Universities in Louisville, Kentucky, at Guelph, and in London provided training in specialized fields. The first identification course was conducted by the force college in 1965, and Inspector J.S. McBride, CIB became the first member of the OPP to attend the National Academy of the Federal Bureau of Investigation (FBI) in the United States. A special course was provided by the Canadian Army at Camp Borden in 1965 to train seventeen senior sergeants of the provincial force to assume the new rank of sergeant major. On the course completion, each officer was sent to a district headquarters and given the responsibility for personnel discipline. Each sergeant major was provided with a uniform similar to those worn by senior officers, and his badge of rank was a provincial coat of arms worn on the lower sleeve. Traffic sergeants had been appointed at the district headquarters offices in 1963 and were designated by a small "T" to be worn above the sergeant chevrons.

The training course which drew the attention of the newspapers and titillated their readers was one launched at the commissioner's direction in January, 1964, to teach the British Army code of etiquette to senior OPP officers. With the assistance of the Canadian Provost Corps from Camp Borden, lectures on social and service etiquette were provided, touching upon such niceties as calling cards, table manners, deportment, proper wines and drinking procedures, and other social graces. When reporters asked other police forces for their comments on this form of training, the chief inspector of the Quebec Provincial Police training school replied, "Our men don't need lessons in good manners... they learn them at home."<sup>15</sup>

Undaunted, Eric Silk was determined to upgrade the Ontario Provincial Police into the best and most professional of police forces in every sense. Seeking further enhancement of the public perception of the force, he approached the attorney general regarding the appointment of an OPP officer as an honorary aide de camp (ADC) to the lieutenant governor of the province, an honour traditionally the exclusive preserve of officers of Her Majesty's forces. Staff Superintendent W. Gilling had been performing some semi-official duties in connection with the office of the lieutenant governor, and Silk had no hesitation in putting Gilling's name up for consideration, but from Colonel F.F. McEachren he learned that such an

appointment could be made only to one holding a commission granted by Her Majesty.

Refusing to be denied, Silk set out to gain the Queen's Commission for ranking officers of his provincial force and calling upon his years of experience as legislative counsel, drew up a bill to amend the Police Act. The new legislation permitted the lieutenant governor to "appoint persons to be officers; and authorize the issue of a commission under the Great Seal to be an officer upon his first appointment to the rank of an officer."<sup>16</sup> On November 5, 1964, upon the recommendation of the attorney general, the lieutenant governor approved an Order-in-Council granting the much-coveted commission to sixty-six officers of the Ontario Provincial Police holding the ranks of commissioner down to inspector. On Thursday, March 18, 1965, seventy-three members of the OPP were presented their commissions by Her Majesty's representative in Ontario, Lieutenant Governor W. Earl Rowe, at a ceremony in the lieutenant governor's suite in the Parliament Buildings. "The term commissioned and non-commissioned, however inaccurate, has been applied for years to police personnel holding civil counterparts of military ranks. The Ontario Provincial Police Force used this adopted reference for many years."<sup>17</sup>



*Inspector J.A. Fullerton, ADC, left. (Ontario Ministry of Tourism and Recreation)*



The rank of commissioned officer had now been truly established and was "... a forward step in the life of this, the second largest deployed police force in Canada and third largest in North America", as Silk reported in the Annual Report of the Commissioner of the Ontario Provincial Police for 1965. Although the commissioner once again proposed the appointment of Gilling as ADC, it was to be another who gained the honour when it was finally granted. On November 1, 1966, Inspector John Albert Fullerton of the Emergency Measures Branch, and an officer in the militia, was named honorary ADC to the lieutenant governor.

The Queen's Commission qualified officers of the OPP for membership in one of Canada's most prestigious and exclusive clubs, the Royal Canadian Military Institute. The institute extended an invitation to all officers of the force to an open house on July 15, 1965, in a friendly gesture of welcome, and luncheon meetings of senior force officers soon became a regular tradition at the club. Membership in the RCMI greatly enhanced the status and prestige of the force by association with a renowned club which had once boasted Major General Williams as its president when he was Commissioner of the Ontario Provincial Police in 1922-23.

## 12

By the end of 1965, the general headquarters of the provincial police had greatly expanded. The Administration Division had added a Supervisory Branch under Staff Superintendent Wood which dealt with all complaints against members of the force. A Readers Section was also part of the branch and was given the task of monitoring all reports received in general headquarters from the field. The Planning Branch headed by Chief Inspector L.J. Bolt was responsible for the development of a force building program and the management of force properties. There was also a new Special Projects and Studies Section already embarked upon a revision of force Standing Orders. The Staff Inspections Branch had grown to seven members: W. Gilling, J.L. McDermott, R. McKie, R.E. Raymer, R.H. Devereux, C.E. Parmenter, and H.M. Purdy.

A Central Records Branch had been created to serve as a central criminal identification centre for Ontario and its four sections dealing with administrative records, identification, data processing, and record compilation and retention were under the direction of Chief Inspector E.A. Moss, a former member of the CIB. In the



Field Division under Assistant Commissioner Whitty, there were now two chief superintendents, Bird and Hoath, and Chief Inspector D. Adair, another former CIB inspector, had taken over command of the Emergency Measurers Branch and with it the responsibility for administering the OPP Auxiliary Police.

The task of the Traffic Division to ensure the safe and orderly movement of traffic on provincial highways continued to be seen as the most serious policing problem for the provincial police. Over the ten years since Attorney General Kelso Roberts had launched his great traffic safety and enforcement campaign, the number of accidents reported annually had kept pace with the increase in the number of vehicles and drivers licensed by the province. In 1965 more than a thousand persons were killed. A special course for traffic sergeants and other senior non-commissioned officers was held at the OPP College in 1965 by instructors from the Traffic Institute of Northwestern University, and for the first time, the provincial police commenced traffic law enforcement from the air by chartering two fixed-wing aircraft. The Traffic Safety Branch offered safety education programs in schools, designed and distributed safety literature, and gave film-supported talks wherever an



*Chartered aircraft for OPP traffic law enforcement.*

audience was to be found. In several parts of the province a number of OPP officers were regularly featured on radio programs dealing with safety.

Perhaps the expansion of the Special Services Division was the most dramatic of all at the general headquarters. Graham's division now administered the two registry offices—Private Investigators and Weapons—and directed seven highly professional, specialized units devoted to the investigation and suppression of sophisticated criminal activity. Chief Inspector J.H. Hatch headed the Anti-Gambling Branch and Chief Inspector R.G. France the Liquor Laws Enforcement Branch. The Anti-Highgrade Branch was renamed the Precious Metals Theft Branch with the director, Chief Inspector W.G. Bolton, having his office in Timmins. Erskine's Anti-Rackets Branch shared the third floor of the headquarters building with the newly-formed Criminal Intelligence Branch under Chief Inspector K.W. Grice and the Auto Theft Branch of Chief Inspector J.W. Harris. In 1965 a section of the Intelligence Branch was set up in Ottawa under Inspector J.J. Trudel. The Criminal Investigation Branch, the original nucleus of the division, had twelve inspectors in 1965: A.T. Eady, R.A. Ferguson, J.S. Kay, E.S. Loree, G.E. Smith, J.W. Lidstone, R.J. MacGarva, H.M. Sayeau, D.D. Higley, G.A.A. DuGuid, J.S. McBride, and P. Sawatzky. For a brief time only, the division had also supervised a Bomb Squad of one member, Sub Inspector Wellesley, but by 1965, personnel were being trained in the techniques of handling explosive devices and assigned to the district headquarters.

In the field, an inspector was appointed in each district in 1965 to assist the superintendent and to act as second-in-command. In other areas of specialization, diving teams were trained in Self Contained Underwater Breathing Apparatus (SCUBA) in 1965 and assigned to strategic locations. These teams were an immediate asset, especially helpful to investigators in the recovery of evidence from ponds and streams. For tracking dogs, the force had relied for many years on the RCMP or on private citizens, having no canine facilities within the force. As recently as 1950, a Mr. Robertson of Hornby had written to the commissioner, offering the services of his bloodhound which he had recently purchased from a sheriff in New Hampshire for eight hundred dollars.<sup>18</sup> It was not until 1965 that three provincial constables were selected as the first OPP dog handlers, provided with German shepherd dogs, and sent off to the Maryland State Police Academy in Easton, Maryland, for a four-

teen-week training course. Before the course could be completed, however, one dog, "Teddy," in the care of Provincial Constable D. Stevenson of Sudbury, failed to make the grade and was returned to his former owner in Ontario. Stevenson completed the course with "Major," a German shepherd acquired in Maryland. Provincial Constable A.A. Boley and "Kanaka" returned to Mount Forest for duty, and Provincial Constable G.D. Walker resumed duty at Kemptville with his partner, "Butch."

Even in the throes of such a major reorganization of the force, Commissioner Silk had not forgotten nor abandoned his efforts of 1957 on behalf of the attorney general to generate some interest in the history of the Ontario Provincial Police Force, efforts which had come to naught. Assigning Norman Phelps to make inquiries respecting former heads of the force and to contact some of the older former members, Silk learned that little record had ever been kept with respect to the early days of the force. When Phelps began to find his assignment somewhat onerous on top of his regular duties, the task was handed to Staff Superintendent Wood, himself a long-serving member of the force. Wood was directed to gather historical material and to seek photographs of former commanding officers for the walls of the commissioner's board room at general headquarters.

# 18

## *For Valour*

Provincial Constable G.R.L. Fry was stationed at Ottawa detachment in November, 1964, when on the eighteenth, he was patrolling King's Highway No. 17 west of the capital. Receiving a radio report of an armed holdup of the Crown Motel at Arnprior, Fry headed toward that town and when he spotted the car believed involved, he gave chase. He was able to stop the vehicle containing two men at Carp, but as he approached on foot, a rifle was poked out of a window and an exchange of shots ensued. The bandits' car screeched away, but not before Fry had managed to wound one of the occupants. The continued pursuit reached a high rate of speed, and during the chase toward Ottawa, at least ten shots were fired at the police cruiser.

By the time the chase had reached the approaches to the city, Ottawa detachment officers had set up a roadblock at Britannia Hill, and the suspect car was halted when Provincial Constable F.K.O. Shiel flattened a tire with a shot from a 30-30 rifle, and the occupants were captured.

"For an exceptional act of bravery... when at great risk to his own life..."<sup>1</sup> Lawrence Fry was awarded the Commissioner's Certificate of Valour in April, 1965.

For the first time since 1940, a member of the Ontario Provincial Police Force had been formally recognized for an act of bravery. The King's Police Medal which had been awarded to J.A. Stringer was the only one ever awarded a provincial policeman of Ontario, and no other decoration had been struck for police valour. Recognizing the dangers facing the police officer in his daily duties, the commissioner had decreed that no longer would acts of outstanding courage go unheeded.

Little time was to pass before another provincial constable was called upon to risk his life in the execution of his duty. John Frederick Fitzgerald was a twenty-two-year-old officer stationed at Chatham on October 12, 1965, when, in attempting to arrest



Gordon McEllistram for armed robbery near Merlin, he was shot four times. Despite his wounds, Fitzgerald doggedly pursued his quarry on foot until he was able to overtake and subdue him. Presented the Commissioner's Certificate of Valour by Commissioner Silk in a ceremony at general headquarters on January 10, 1966, the hero was further honoured by the award of the British Empire Medal, presented to him by Lieutenant Governor Earl Rowe on December 15, 1966.

Provincial Constable R.J. Brown had emigrated to Canada from England and had been appointed to the Ontario Provincial Police on March 7, 1967, but his past soon caught up with him. While a member of the Norfolk Constabulary in England in July, 1966, he had overpowered and arrested an armed man in the Melton Post Office at great danger to himself. For his brave action he was awarded the British Empire Medal which was presented to him in Ottawa on November 20, 1967, by the Governor General of Canada.

On the evening of December 11, 1968, an armed man barricaded himself in a house in Snowdon Township in Haliburton County near Minden, following a domestic dispute. The provincial police from Minden responded, and Detective Sergeant L.J. Chapitis and Corporal J. Smith raced to the scene from Peterborough district headquarters to assist. The armed man was threatening to murder his family, who were in the house with him. Chapitis and Smith approached the building unarmed in an attempt to talk the distraught man into surrendering his weapon. Shots suddenly rang out and the two officers fell to the ground. Provincial Constable Barry James Connelly of Minden immediately smashed his way into the house through a window and overpowered the gunman. Both Chapitis and Smith had been shot to death. On April 8, 1969, the top bravery award, the Commissioner's Certificate of Valour, was presented to Connelly.

In his annual report of 1968, the commissioner concluded, "This occurrence is a grave reminder of the responsibilities of our profession and its inherent and ever-present dangers."<sup>2</sup> Since his appointment in 1963, Silk had seen the untimely deaths of eight other members of the force as a result of their constabulary duties. In 1963, Provincial Constable P.C. Armstrong of Powassan was fatally injured in a traffic accident on September 11, and the following year, on August 30, Provincial Constable A.M. Prodan of Dutton was killed in the same manner, as was Provincial Constable T.J. Emery of Downsview on July 25, 1966.

On April 4, 1966, Provincial Constable J.R. Maki was escorting a mentally deranged person to a mental hospital in Ottawa when the man wrestled with the constable, seized his revolver from its holster and shot Maki to death. The patient was found not guilty of murder by reason of insanity. A park near Ottawa was named "Maki Park" in remembrance of the well-liked officer. The following year, on August 19, Provincial Constable J.I. Hamilton of Listowel received a telephone call from a distraught woman reporting a domestic dispute at a farm some distance from town. He took with him Carl F. Rocher, a seventy-eight-year-old justice of the peace in anticipation of the wish of the complainant to lay a charge against her husband. As the constable drove up the tree-lined lane of the farm of Joseph Jantzi, the farmer waited behind an open kitchen window with a .303 calibre rifle. When the cruiser reached the front of the house, and even before it had stopped, Jantzi shot both men dead, pumping six shots into the police car. When reinforcements under Detective Sergeant G.J. Herries of Mount Forest later stormed the farmhouse with tear gas, they found that Jantzi had taken his own life.

In 1968, Provincial Constables P.J. Kirk of Hawkesbury, S.E. Ankenmann of Sebringville, and B.E. Browne of Sudbury were all fatally injured in traffic accidents while they were on duty.

On occasion, even in great peril, some members of the force were more fortunate in performing their duties. Personnel of the Burlington detachment were fired on five times before they could arrest their crazed assailant who was later sent to the Ontario Hospital in Hamilton for thirty days mental observation. Sometimes it was the police who became marksmen. During 1965, a gang of robbers preyed upon banks in eastern Ontario to such an extent that, in an effort to stop further depredations, officers were concealed in various strategic locations for long periods of time. Provincial Constables Arthur Edwards and Geoffrey Ockerse of Long Sault spent more than two long months in a small garage near the Royal Bank in the village of Plantaganet. At long last, on the morning of November 3, a small car bearing Quebec license plates was parked near the bank and three men dressed in hunting clothes entered the bank. Except to the eyes of the alert officers, these were just hunters, but with a difference—they were wearing dress trousers and shoes. Suspicions aroused, the constables watched intently until the three men left the bank, this time wearing masks, and two of them were carrying revolvers. As they were entering their car, Edwards challenged them, and the car began to move before

the third man had managed to get in. Edwards fired two shots at the car, then tackled and disarmed the stranded bandit. As the getaway car gathered speed, Ockerse stepped into the roadway and let fly a burst from his Thompson submachine gun, seeing the heavy-calibre bullets strike the fleeing vehicle. Leaving his prisoner in Ockerse's care, Edwards ran to the cruiser still concealed in the garage and chased after the robbers' car, but they had had too much of a head start.

The bullet-riddled vehicle was abandoned a short distance away and almost immediately discovered by Provincial Constables D.B.P. Sinclair and J.M. Lalonde of Hawkesbury. The occupants had gone, but not before leaving a good deal of blood soaking into the car upholstery, and it was only a short while before Corporal F.C. Doyle of Long Sault found and arrested the second robber. He had been grievously wounded and later died in hospital, but not before revealing the identity of the third man and a description of the other getaway car. Provincial Constable J.R. Brennan of Hawkesbury spotted the car and pursued it at high speeds toward a roadblock set up by Provincial Constables R.J. Lyon and R.G. Thompson where the thief was captured and the stolen money recovered. It had been an example of police teamwork; the two surviving robbers were sent to Kingston Penitentiary for fifteen years. The incidence of small town bank robberies in eastern Ontario dropped appreciably, and Edwards and Ockerse were honoured by the Canadian Bankers' Association.

## 2

In keeping with the objective of raising the professional standards of the provincial police, training became a high priority program, and an increasing number of specialized courses were devised and presented at the OPP College and in the field through in-service training programs. Supervisory, investigative, instructional, and development courses were offered as well as training in traffic supervision, firearms usage, and motorcycle riding. Members of the force attended sessions at Canadian and American universities and at the Canadian Army School at Camp Borden. Detective Sergeant R.H. George of the Auto Theft Branch was sent to England in 1967 to the Metropolitan Detective Training School in London, and later in the year, Inspector R.N. Williams of the CIB attended a "scenes of crime" course at the same school. Inspector Loree CIB

was seconded to the Ontario Police College as a lecturer, and four OPP officers attended certificate courses in criminology at the University of Toronto in 1967.

A special course in accounting was provided by the Toronto firm of Touche, Ross, Bailey and Smart for ten members of the Anti-Rackets Branch in 1967, and the following year, the first marine training course was staged for the OPP at Couchiching Narrows, Trout Lake, and Kenora, with ninety-four members attending. Even more individual development was sought; Provincial Constable N. Wasylyk had embarked on his quest for a university degree in 1964 by taking extension courses from the University of Toronto while still working full time at his constabulary duties. Wasylyk persisted until his goal was achieved after eight years. Provincial Constable J.C. Villemaire was successful in gaining three years leave of absence from the force in 1967 to attend the University of Waterloo on a full-time basis, leading to his degree in 1970. An educational committee had been established in 1967 to consider applications from force members for educational subsidies.

When the time had arrived to devise the examinations to be used in the promotional programs of 1966, Commissioner Silk was ready. Being careful not to incur again the hostility, however unjustified, of those who decried the use of American techniques, he had sought out Dr. V.R. D'Oyley of the Ontario Institute of Studies in Education who, with his assistant Rahim Gbadmosi, had prepared a new set of examinations. Henceforth, promotions would be governed by five factors: performance ratings, promotional potential rating, seniority, written examinations, and the general headquarters oral review board.

To provide for the advancement of personnel employed in specialized areas of endeavour which made it difficult for them to have a more general policing experience, a system was devised in 1966 to permit promotions to "specialist" ranks. Such promotions were purportedly made on the condition that the individual member would revert to his confirmed rank on reassignment from his specialty, unless he qualified for the rank held under the general promotional procedures. The designation "(S)" was used to signify one holding a specialist rank.



## 3

By government policy, the policing of municipalities by the Ontario Provincial Police under contract had been restricted, then gradually reduced until 1964, when thirty-six communities remained under agreement. It then became the rule to accept no new contracts, and the number of municipalities policed in this way gradually decreased until, by 1971, only twelve still had OPP detachments policing their jurisdictions. Following a survey of one-man police forces in Ontario in 1966 (there were then eighty-four), the municipalities concerned were advised early the following year that they would be provided policing by the provincial police at no cost if they wished, provided that they retain their own bylaw enforcement officers. Seventy-three of the communities seized upon this offer at once. A further survey was embarked upon jointly by the Ontario Police Commission and the OPP to consider the further ninety-eight small communities in the province having forces of between two and five officers, aimed eventually at offering a similar arrangement to those wishing to opt for provincial policing rather than maintain their own small, and in many cases inadequate, forces. By the end of 1971, the OPP had assumed "extended municipal policing responsibilities" for nearly one hundred communities.

While such a program was a drain on force manpower, the Ontario Provincial Police nevertheless continued to meet the demands for the creation of special detachments. In 1967, Canada's centennial year, the Province of Ontario erected a pavilion at the world fair in Montreal—"Expo 67"—and a special detail was gathered to remain with the provincial exhibit for the duration. Led by Sergeant John Hawkins of Sharbot Lake and Corporal William A. Boyd of Dowling, the twenty-three provincial constables were employed in a highly visible role from mid-March until mid-November and were a creditable representation of the force.

To celebrate the anniversary of the very first provincial office opened in the United Kingdom by the Province of Ontario in 1869, a group of eight OPP non-commissioned officers were dispatched to London, England, to form a guard of honour for the visit of Her Majesty the Queen to Ontario House in 1969 to unveil a commemorative plaque there. The group also served the Lord Mayor of London as a guard of honour at a Guildhall luncheon to celebrate the anniversary.



*Expo 70, Osaka, Japan. Provincial Constable K.R. Turriff. (K.R. Turriff)*



*Ontario Place. A special summer detachment.*

Probably the most exciting occasion for a special detachment resulted from the decision to erect an Ontario Pavilion at the Expo 70 world fair in Osaka, Japan, in 1970 and to invite the OPP to provide security. The assistant commissioner of the Field Division, A.H. Bird, accompanied Frank Moritsutu, an Ontario government officer, to Japan in 1969 to inspect the site and consider the security requirements. At home, two sergeants and fourteen provincial constables were specially selected for the assignment and quartered in the Westminster Hotel on Jarvis Street in Toronto. There they underwent a three month, total-immersion Japanese language course from September to December, 1969. The detachment flew to Japan in two groups early in 1970, enjoying a five-day rest stop in Hawaii enroute. When they arrived in Japan, the constables, all unmarried men, were billeted in newly constructed flats close to the Expo 70 site, while the sergeants and their wives were quartered some distance from Osaka. They had personal experience of daily train travel in Japan during their stay and became familiar with the gentlemen whose task was to pack as many humans aboard the trains as possible at each stop.

During the summer festivities, one day had been proclaimed Ontario Day, and the pavilion and the special detachment were paid a visit by Ontario's premier, John P. Robarts, who was accompanied by the recently appointed head of the OPP Security Intelligence Branch, Chief Inspector DuGuid. The special detachment remained in Japan for six months before returning to Canada where each man resumed his comparatively mundane daily routine duties. A grateful Japanese government had not forgotten the contribution the OPP team had made to the success of Ontario's participation, and each member of the detachment was awarded a commemorative medal. Sergeants L.E. Doolittle and R.F. Moore had led the special unit which was composed of Provincial Constables J. Termorshuizen, D.G. Thom, M.L. Ostrander, L.M. Luoma, M.J. Dempster, J.A. Mecking, W.D. Lee, R.W. Hampton, W.V. Ryan, H.W. Picket, K.R. Turriff, G. Zwart, R.D. Williams, and Y.M.P. Koster.

At Ontario's own permanent exposition and pavilion, Ontario Place, on the Toronto waterfront adjacent to the Canadian National Exhibition, a special annual summer detachment was commenced in 1971 with Sergeant D.H. Pursley, four corporals, and twenty-four constables.

Other special duty assignments were not always as rewarding. More than three hundred provincial policemen were necessary to

perform law enforcement and traffic duties at the Mosport Race-track near Bowmanville in 1966; during the Grand Prix racing events in ensuing years, they were required to deal with more than two hundred thousand persons attending each meet.

A relatively new endeavour emerged in Ontario in 1970 in the form of rock music festivals, and six were held in the province during the summer months of that year alone. The provincial police were responsible for policing the largest one by far, which was held at Mosport, where more than one hundred thousand rock fans gathered. Faced with the dangers that go hand-in-hand with violent confrontations with large crowds, which lead to tumult, law enforcement activities, for the most part, were directed at trying to keep unruliness confined to the race track grounds. Though a number of plainclothes officers worked with RCMP colleagues, trying to suppress drug abuse on the grounds, the antics of the fans caused a good deal of alarm, and much public criticism resulted from what was interpreted as a police hands off policy.

There were two more rock festivals held in the province in 1971, at Rock Hill Park near Shelburne and at the Rock Acres Peace Festival near Madoc. The OPP were more successful in curtailing drug and liquor abuse that seemed so prevalent at this type of event.

#### 4

Deputy Commissioner Whiteley wrote to the deputy attorney general, A.R. Dick, QC, on May 19, 1966, proposing a change in the regulations governing the Ontario Provincial Police Long Service and Good Conduct Medal. Whiteley wrote:

“...our senior echelon have discussed this and we are unanimous in that we wish to make this presentation to Mr. Silk in appreciation and gratitude for the many long hours he has devoted to improving the character, morale and image of our Force.”<sup>3</sup>

The Standing Orders of the Ontario Provincial Police were then amended to allow for another means of computing the twenty year service requirement, in order that the force medal could be awarded to Commissioner Silk. Rather than “continuous service with the force,” the rule was changed to “...service as a law officer of the Crown in the public service of Ontario where such service and service on the Force was continuous.”<sup>4</sup> The change was such that



the honour could be extended only in the case of Eric Silk, and in fulfillment of the wishes of his senior staff, the award was made on June 4, 1966.

Not until the following year was any provision made to recognize the long and faithful service of civilian members of the Ontario Provincial Police. In 1967, Commissioner Silk instituted the presentation of cuff-links to the men and brooches to the women to mark their twenty years of service with the force.

When the Canada Centennial Medal was struck in 1967 in commemoration of Canada's birthday, it was made available to members of the armed forces and others upon application. Issue was sought and granted for the commissioned officers of the Ontario Provincial Police, and the lists were accordingly compiled and forwarded to Ottawa. The lists did not include the names of the commissioned officers of the Special Services Division, and although most of these investigative members did not regularly wear uniforms, the omission resulted in a long-lasting resentment. It was not the last time that officers of the division felt left out.

In 1966, Commissioner and Mrs. Silk accompanied RCMP Commissioner George McClellan and the director general of the Quebec Police Force, Adrian Robert, to the convention of the International Criminal Police Organization (Interpol) in Berne, Switzerland. McClellan suggested to Silk that, as commissioner of the OPP, he should participate in the opening of the legislature



*Commissioner Silk at the opening of the legislature, 1967. (Ontario Ministry of Tourism and Recreation)*

ceremonies in Ontario, a procedure followed by the RCMP heads of provincial forces in other provinces. When the opening of the Legislature of Ontario occurred on January 25, 1967, the representatives of the heads of crown forces in Ontario were presented to Lieutenant Governor W. Earl Rowe. They were Group Captain E.J. Boland, RCAF, Commodore J.W.F. Goodchild, RCN., Colonel R.G. Kingstone, and Commissioner E.H. Silk, QC.

## 5

In the senior command structure of the provincial police, the duties of the deputy commissioners were exchanged in August, 1966, with Whiteley assuming the senior post of operations and Trimble going to services. Kennedy retired as assistant commissioner of Staff Services in 1966 and was replaced by Bird. Norman Phelps left the Ontario Provincial Police on February 1, 1966, after more than thirty-eight years of service, when he transferred to the Ontario Department of the Civil Service Commission. By mid-1965, S.J. Whitney, administrative aide and director of personnel, had lost the confidence of Commissioner Silk and with the latter's assistance, sought another post, and the following year, John W. Harding, a professional personnel administrator, was appointed as director of the Personnel Branch. In the commissioner's office, Bruner had been advanced to the rank of sergeant(S), then, as he qualified, was made a staff sergeant in 1968. The commissioner's aide had become an indispensable adjunct to the administration of the commissioner's office and had the duty of screening all who sought audience with the head of the force, including the most senior officers.

The Records and Radio Communications Branches were amalgamated in 1967 to become the Central Records and Communications Branch with Staff Superintendent E.A. Moss as director. The new branch was assigned to the Staff Services Division with Inspector A.J. Wart and Chief Inspector W.J. McBride being designated heads of the Records and Communications Sections respectively. The Training Branch was also transferred to the Staff Services Division, with Staff Superintendent E.V.A. Hicks retaining responsibility for the branch, assisted by Inspectors R.G. Perkins and C.A. Naismith. In the Planning Branch, the director, Chief Inspector G.E. Smith, was supported by Inspector(S) F.R. Blucher, who headed the Public Information Section. The Budget

and Accounts Branch was administered by a civilian director, Sidney Bartlett. In the Quartermaster Stores Branch, which had been under the direction of James Howatt since the death of E.R. Magann in 1965, Inspector W.G. Murray was named director in 1968. The offices of the Registrar of Private Investigators and Security Guards and the Registrar of Firearms were joined in August, 1967, to form the Registration Branch and assigned to the Administration Division. Inspector R.C. Pettigrew was made branch director. In Traffic Division, the Traffic Safety Branch was renamed the Accident Prevention Branch in 1968.

Not surprisingly, the Special Services Division continued to grow and expand in response to the demand for more sophisticated and specialized investigative services. The CIB once again was led by a chief inspector when one of its members, A.T. Eady, was promoted in December, 1966. When he was transferred to the Staff Inspections Branch in 1968, Eady's place was taken by Staff Superintendent Loree, and the senior inspectors of the branch were promoted to the ranks of chief inspector. Staff Superintendent Erskine's Anti-Rackets Branch expanded in 1968 to two sections, General Assignment under Inspector Sawatzky and Counterfeit and Forgery, headed by Inspector I.K. Hutcheon. Erskine had led the Canadian contingent to an international symposium on fraud at the headquarters of Interpol in St. Cloud, France, in April, while another member of the unit had travelled to South Africa to return a fugitive. Detective Sergeant J.E. Grubbe executed a warrant for the arrest of John Edwin Harris on charges of theft and fraud in connection with the Oshawa Acceptance Corporation, a defunct firm of which Harris had been president.

Inspector R.C. Barron joined the staff of the Criminal Intelligence Branch in 1968, and a special unit was set up that year at the Toronto International Airport as a joint forces intelligence unit. Branch intelligence offices were set up in Windsor and Niagara Falls. With the rank of staff superintendent and the unique title of assistant chief superintendent, J.W. Harris continued as director of the Auto Theft Branch, aided by Inspector L.W. Spry. Inspector MacGarva was promoted to chief inspector in 1967 and transferred to Timmins to take charge of the Precious Metals Theft Branch. DuGuid's new Security Intelligence Branch was charged with the investigation of persons who posed an obvious threat to the government or its officials and the safety of foreign dignitaries visiting Ontario.

The general headquarters building at 125 Lakeshore Boulevard



in Toronto which, when first occupied by the force in 1957, had been considered adequate for many years to come, had become so crowded by 1968 that it was necessary to make other arrangements. In 1970, the entire Special Services Division was relocated in leased office accommodation on Duncan Mill Road in Don Mills and the Registration Branch was moved to Adelaide Street in downtown Toronto.

## 6

When Silk had assumed command of the provincial police, he had learned that the provision of buildings for district headquarters and detachments was made by the Department of Public Works at costs which seemed unduly high. He learned upon inquiry that a new set of plans was prepared for each new building and that the designs themselves were impractical and wasteful. Seeking "... a more utilitarian type of building of simpler lines and plainer construction although lacking in neither efficiency nor good appearance,"<sup>5</sup> a single prototype for detachment buildings, based on the facility erected at Brockville, was adopted to replace the former types A, B, C, and D designs. A modification of the design of dis-



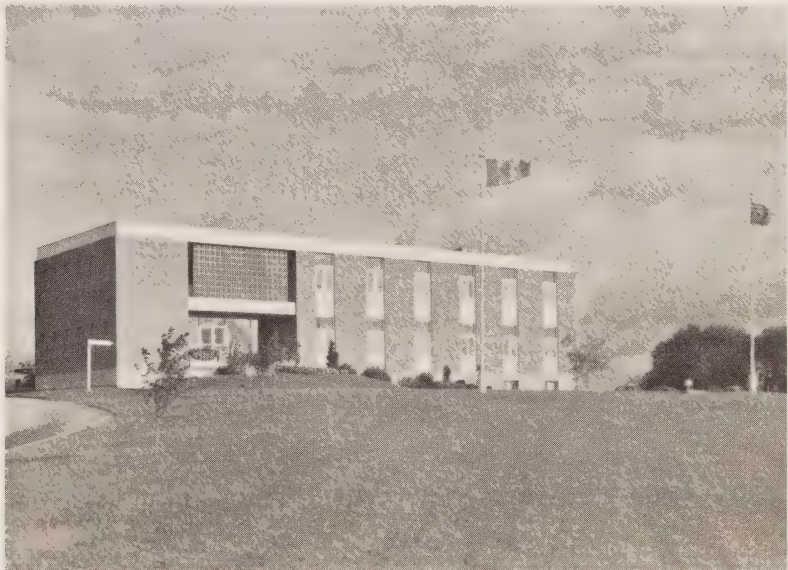
*New buildings provided. The old District Headquarters in Peterborough.*



trict headquarters buildings from an L shape to a simple rectangle was also approved, and the first of the new type buildings were opened in Mount Forest and Peterborough in 1965.

Over the ensuing years, the building program proceeded apace with a great number of detachment buildings being erected on lease-back arrangements. In 1967, for example, newly leased accommodations were occupied in seven different locations and construction of buildings begun in another four. To ease the critical need for housing for the remote Red Lake detachment where sixteen members of the force were located, six new housing units were built in Balmertown. The force was increasing the number of full-time building caretakers employed in field locations, and in August, 1967, a supervisor of building services was appointed at general headquarters. Hugo M. Saudino's duties included the regulation and control of maintenance services at provincial police buildings throughout the province. At general headquarters, his staff included Lido Tontodonati and Leonard Pannese.

William Henshaw retired as head of the Transport Branch in 1966, and in keeping with the commissioner's apparent intention of placing uniformed police officers in charge of branch operations, Inspector Sayeau CIB was promoted to chief inspector and assigned to transport. The branch was able to close down the Queen's Quay



*New buildings provided. The new Peterborough Headquarters.*

garage in 1968 when another building adjacent to general headquarters was acquired; branch garages were continued at Port Arthur and Kenora. The commissioner reported that year:

The Ontario Provincial Police Force operates one of the largest vehicle fleets in Canada in terms of miles travelled annually and vehicle turnover rate. Our fleet now numbers in excess of 1,400 units which travel approximately 60 million miles each year.<sup>6</sup>

More than one thousand automobiles were being purchased for the provincial police each year. Tenders were invited from the four major automobile manufacturers on behalf of their respective local dealers, and in each case, the lowest tender was accepted. Replaced vehicles were disposed of by the relevant dealerships. At the end of 1969, departmental transport consisted of 1,112 automobiles, 112 motorcycles, and 224 other vehicles. By 1971, retired police cars were disposed of through public auctions held by the provincial Department of Transportation and Communications.

Marine equipment was purchased in much the same way, and larger new launches were being sought to patrol the larger bodies of water under OPP jurisdiction. In June, 1966, impressive commissioning ceremonies were held in Temagami and in Kenora when the launches *George Caldbick* and *Tom Corsie* were put into service. Continuing the tradition of honouring former members of the provincial police in this way, the launch *General Williams* was commissioned at Midland in June, 1967, and a year later, the *John W. Murray* was christened at Gananoque and the *Joseph Rogers* was launched at Parry Sound.

In 1967, the force began acquiring additional snow vehicles for travelling in areas otherwise inaccessible during the winter except on snowshoes or by dogteams, and by the end of the year, eleven machines were in service in addition to the original snowmobile—a large, cumbersome vehicle.

## 7

When a new book, *The Trial of Steven Truscott*,<sup>7</sup> appeared on book-sellers' stands in 1966, it became an instant bestseller. The author, Isabel LeBourdais, had cleverly reconstructed the events leading to

the death of twelve-year-old Lynne Harper seven years earlier, which had culminated in the trial and conviction of Steven Truscott, then fourteen years of age. Told in such a convincing way that led many readers to the conclusion that Truscott had been wrongfully accused and imprisoned for a crime he did not commit, many people became emotionally aroused at the implied injustice.

After a two-day search, the body of the little girl had been found on June 11, 1959, in the woods a mile or so north of the Royal Canadian Air Force School at Clinton. Her almost nude body was lying partially concealed in the undergrowth, with her torn blouse knotted around her neck. Other clothing had been strewn about. The autopsy revealed that she had died of strangulation, and there was evidence that she had been sexually assaulted.

Lynne Harper had last been seen alive about 7 P.M. two days earlier as she walked away from a playground with young Truscott. When interviewed, the boy admitted taking the girl along the country road for about a mile, and when he left her, he said, he saw her hitchhike a ride in a passing car. The police continued the



*New marine equipment. The John W. Murray.*



intensive investigation led by Inspector Graham of the provincial CIB, with a team of investigators from the Goderich detachment: Sergeant C.N. Anderson, Corporal H.M. Sayeau, and Provincial Constables H.D. Hobbs and D.I. Trumbley. Two days after the girl's body was found, and after Truscott had submitted to a medical examination, he was arrested and charged as a juvenile with the murder of Lynne Harper. When an order was made for his trial in a higher court than the Juvenile and Family Court, he appeared for a preliminary hearing at Goderich on July 31, 1959, and was committed for trial. At the Supreme Court of Ontario assizes held at Goderich in September, Mr. Justice Ferguson ruled that, owing to the age of the accused, the trial would be conducted without publicity. Fifty-eight witnesses were called for the prosecution, and on September 30, 1959, the jury returned a verdict of guilty, with a recommendation for mercy. Steven Truscott was sentenced to be hanged on December 8, 1959. The sentence of death was later commuted to life imprisonment, and Truscott was an inmate in Kingston Penitentiary when LeBourdais's book was published.

By 1966, Graham was the assistant commissioner in command of the Special Services Division which included the elite of provincial police investigators. The apparent ready public acceptance of LeBourdais's theories of how the crime had been committed and how the investigators as well as the courts had erred touched a raw nerve. Graham saw his not-inconsiderable reputation as a detective at stake and ordered all resources available to him to consider the challenge. Experienced inspectors of criminal investigation were assigned to study and analyze the book almost word-for-word and to compare many of the statements made by the author with the transcripts of the preliminary hearing and the trial of Truscott. Thus reassured that his efforts of seven years earlier could withstand the severest of scrutiny, Graham was not unduly upset when public opinion prompted a judicial review of the case by the Supreme Court of Canada. The outcome was a vindication of the police methods and of the conduct of the trial. The conviction and sentence were reaffirmed, and Steven Truscott remained in custody, a convicted murderer.

## 8

Tumultuous disturbances in Ontario, while causing no loss of life, were nonetheless alarming to law-abiding citizens and certainly



contributed to increased provincial police activity during the busy summer months. On the Labour Day weekend in 1964, the summer resort of Grand Bend was, as usual, extremely crowded. When a gathering of some fifteen hundred young people became boisterous and unruly, the mayor read the Riot Act; when the mob failed to disperse, the reinforced provincials arrested four youths and had to forcibly rout the crowd.

In 1966, the summer detachment at Grand Bend consisted of ten provincial constables under the charge of Corporal D.M. MacMillan. During the late evening of July 29, a large crowd gathered in the street outside the provincial police office, and incited by members of a motorcycle gang, youths began throwing stones and bottles. Police reinforcements came from surrounding detachments, accompanied by members of the Canadian Provost Corps from Camp Ipperwash; they were issued helmets and riot sticks and led by MacMillan, sallied into the street and dispersed the crowd. The motorcyclists were rounded up and banished from the village. No one had been injured, and two arrests had been made before the reinforcements were dismissed near morning. For MacMillan's courage and part in this action, the commissioner had high praise. During the following Sunday evening, a crowd once again gathered in the village and the tumult of the Friday night was repeated. The local volunteer fire department was called out, but the fire truck stalled as soon as it was out of the firehall and the intention to use hoses was abandoned when the water tanks were found to be empty. MacMillan and his men were able to disperse the crowd once again, and two arrests were made. The commissioner sent Staff Superintendent Raymer and a CIB inspector to Grand Bend at once, when the local member of the legislature, Lorne E. Henderson, demanded some action to prevent a recurrence. On Raymer's recommendation, the detachment there was greatly enlarged by the immediate infusion of a sergeant, some corporals, and more provincial constables.

A similar problem arose in Petrolia that summer when an unruly mob besieged the police station and confined the members of the town police force to the building before a team of nineteen provincials entered the town to help restore order. On the Victoria Day weekend in 1967, a number of motorcycle gangs gathered in Wasaga Beach, much to the alarm of the populace. Considerable anxiety was caused by the appearance and actions of these gangs and their "apparent disregard for the rights of citizens and the law."<sup>8</sup> An additional fifty provincial police officers were sent into the

resort for the weekend. In Wallaceburg, the OPP gathered from surrounding detachments in July to help the town police force restore law and order after a riot had erupted at a carnival there on July 22.

In the light of increasing public disorder during the sixties, and in anticipation of just such events that were occurring in Grand Bend and other places, Commissioner Silk had ordered mob and riot control training for provincial police officers. In 1965, instructors attended courses with the Metropolitan Toronto Police Force and at the Ontario Police College in Aylmer. The acquisition of suitable equipment, however, had been stymied by the refusal of the Treasury Board to allot funds, and the force had to seek surplus military equipment, if such could be found. Attorney General Wishart wrote to the deputy minister of the Department of National Defence in Ottawa on June 14, 1965, appealing for five hundred steel helmets and liners believed held in military stores in Cobourg, but his efforts came to naught.<sup>9</sup> Other inquiries set afoot, however, led to the offer of helmets from the United States which was gratefully accepted with alacrity. The helmets which, it was said, were originally destined for the Bay of Pigs invasion of Cuba, were shipped from Florida, painted blue at the headquarters garage in Toronto, and distributed to the district headquarters.<sup>10</sup>

## 9

The body of forty-eight-year-old Gerald DeViller, a St. Thomas taxicab driver, was found lying at the side of a country road in Elgin County some eight miles from town just before midnight on February 9, 1968. His wallet and money had been taken from him and his taxicab was nowhere to be found. Provincial Constable R.W. Osman of St. Thomas was the first police officer on the scene and was joined shortly afterwards by others, including Sergeant F.C. Dicker and the detective sergeant from London, D. Alsop. While inquiries were being made to identify the victim, Inspector Higley of the CIB was on his way from Toronto to head the investigation. Provincial Constable D.K. Wood was also at the scene on the windswept country road and had spotted a small piece of red tinfoil some twenty feet from the body and with great presence of mind, retrieved this possible clue before it was blown away or buried in the snow that began to fall.

As soon as DeViller's identity had been learned, a reconstruc-

tion of the events of the evening deduced that his last apparent fare had resulted from a telephone call to the taxi stand from Al's Poolroom. His abandoned taxicab was found soon afterwards on a quiet side street in the city. When morning came, Wood's piece of tin-foil led investigators to the Liquor Control Board store where a comparison with stocks of wine revealed foil of identical colour on one particular brand, "Canadian Westminster Sherry." The purchasers of that wine the previous day had included Larry Walters, a twenty-two-year-old St. Thomas resident known to the police.

Walters was a frequenter of Al's Poolroom and during the evening of February 9, had been there with Ernest James Bugler, aged twenty-one. Witnesses were found who declared that both men had left in a taxicab late that evening, and both Walters and Bugler were brought to the OPP office to be questioned, but both denied any knowledge of DeViller's death. Other evidence had been uncovered, however, and the youths were held, charged with the murder of the cab driver. The investigation, from the discovery of the victim, through the autopsy which had revealed DeViller's terrible injuries, to the arrest of Bugler and Walters, had involved virtually every member of the St. Thomas provincial police detachment. By their sheer hard work and determination, a reconstruction of the events of that tragic evening was made possible.

Both Walters and Bugler had been released from Kingston Penitentiary in the fall of 1967 and by February, neither had the money to go to the Bahamas for a holiday with a cousin of Bugler's as they fervently wished to do. On the evening of February 8, Bugler donned his gloves over a set of brass knuckles as the men met and set out to raise the two hundred dollars required. At about 10:30 P.M., they used the telephone at the poolroom to call a taxi and a short time afterwards, left in DeViller's cab enroute to Port Stanley. When they were some miles from town, they ordered the driver to stop the car and to get out. They demanded his money, then proceeded to beat him unmercifully, breaking his jaw and cheekbone, then stabbed him repeatedly. Leaving the mortally-wounded man lying on the road, they boarded his taxicab, turned around in the next laneway, and deliberately drove over the prone victim, then drove leisurely back to St. Thomas. Abandoning the taxicab, they walked on to a dance that was already in progress at the St. Thomas Community Centre, perhaps a little more than a hundred dollars richer than when they had set about their evening's work.

Larry Ross Walters and Ernest James Bugler were tried at the

*the*  
**OPP**  
**REVIEW**



PUBLISHED BY THE  
ONTARIO PROVINCIAL POLICE

MAY 1966  
VOL. 1 NO. 1

O.P.P. Review. Volume 1, Number 1, May, 1966. The three canine units formed in 1965. left to right: "Butch"; G.D. Walker; A.A. Boley; "Kanaka"; D. Stevenson; "Major."



spring assizes of the Supreme Court of Ontario in St. Thomas, and the crown attorney, Peter Gloin, with nearly sixty witnesses at his disposal and more than one hundred evidential exhibits, prosecuted the case for the Crown. Both men were found guilty and each was sentenced to life imprisonment.

In this case, as in most others, the teamwork employed was the key to a successful conclusion and such teamwork had the effect of drawing men of common cause closer together. The feeling of belonging and of comradeship had been furthered in 1966 by the creation of a force periodical published by the Central Records Branch. The *OPP Review* disseminated information about members of the widely-deployed force and their other-than-official activities, a heretofore sorely needed vehicle of communication. Matters of current law and investigative techniques were often included. The contents of the magazine were, for some reason, deemed confidential in nature, and distribution was limited to members of the OPP and other police forces. This restriction was eventually lifted and circulation encouraged. The first *Review* editor was Provincial Constable K.F. Weekes of the Bulletin and Manual Section.

In June, 1968, another medium for presenting matters of interest to members of the force in an informal and personal way was inaugurated. The first of a series of "Commissioner's Letters" was sent to every member to further promote the already high morale. The year also saw the beginnings of another new venture when at Nipigon detachment two members of the force decided to form a pipe band. Others soon joined Provincial Constables Robert Stevens and M.J. DeSilguy, and the group began taking instruction on both bagpipes and drums. The superintendent of the district, H.T. Garry at Port Arthur, was sympathetic to the cause and made transportation available for the widely scattered bandsmen to get together. MacKenzie tartan kilts were obtained from a defunct band in Marathon, and at general headquarters in Toronto, the tailoring staff enthusiastically redesigned regular force tunics for wear with the kilts. The band was a small unit, but it was increasingly called upon to take part in ceremonies in the north country.

## 10

Another milestone was reached for the Ontario Provincial Police Association in 1968 when the negotiating committee "...jointly



*A Pipe Band was formed in 1968. left to right: M.J. deSilguy; P.S. Lamont; R.S. Stevens. (R.S. Stevens)*

agreed that the terms of settlement should be committed to writing in the form of a memorandum of understanding. ...The signing of the first Memorandum of Understanding marked the real beginning of bargaining rights. ...The struggle for the right to negotiate the terms of employment, including wages and working conditions, was over.”<sup>11</sup> On this historic occasion, the OPPA side of the committee was composed of D.F. MacDonald, the executive manager, S.E. Forster, the association president, and J.A. Wood, one of the directors.

The morale of the force rose with the improved salaries and the betterment of working conditions. Annual salary increments had raised the living standards of provincial police to one more at equity with those in other fields of endeavour. The results of the promotional processes were encouraging to the capable and the ambitious, and 871 members had been raised to higher ranks since 1963, a heretofore unheard of rate of advancement. A career with the Ontario Provincial Police was an attractive consideration. The force actively sought the best recruits available by sending brochures to all offices in the field for dissemination, and in 1967, launched a

concerted drive in the Ottawa-Cornwall area to attract bilingual recruits. The fifty-five men appointed to the force were fluent in both English and French and added to the capability of the OPP to serve the people of Ontario where such attributes were in demand.

In the five years since the first implementation of the recommendations made in the Northwestern University report, the strength of the force had increased to 4085, including 73 cadets and 769 civilian members. Although the Traffic Division had increased the air enforcement patrol to five leased Cessna fixed-wing aircraft working out of Toronto, Sudbury, London, Ottawa, and Hamilton, there were increasing demands for even more provincial police services on the highways. Together with the increased services provided to smaller municipalities, the demand manifested the need for more manpower. To assess the requirements and to provide the necessary proof to move the government to accede to the commissioner's requests, the Traffic Institute of Northwestern University was once again engaged. The study was begun in December, 1967, and the report bearing the title "Constable Requirements—Present and Future—Ontario Provincial Police—Field Force" was presented to Commissioner Silk in April. The report stated unequivocally: "...the present complement... is not sufficient to adequately cope with existing needs and the demands for police services."<sup>12</sup> The report recommended the strength of the force be immediately increased by 1,220 constables and the addition of another 248 men each year until, by the end of 1973, the provincial police would have 5,086 constables. The report pointed out that travel by motor vehicles in Ontario had reached the astronomical figure of 23.7 *billion* miles annually by the end of 1966 and was increasing at the rate of 1.5 billion miles each year. Motor vehicle registrations had reached nearly 2.7 million and were expected to surpass the 3.2 million mark by 1973. The greatest demand on the provincial police, then, would be with respect to traffic law enforcement. Though recruiting was stepped up in 1968 as the result of these forecasts, the increase of 430 men still fell far short of the proposed 1,220. The limitations of the OPP College precluded any greater increase in the processing of new recruits into adequately trained officers.

## 11

The wedding of Inspector Albert Wilson's daughter in Oakville on March 29, 1968, was a happy occasion to which Wilson invited Commissioner Silk and a number of his senior officers. At the reception at the Holiday Inn, Mr. and Mrs. Duke of Burlington joined the table where the commissioner and Mrs. Silk were seated with a number of others, and the usual introductions were made. The festivities ended in tragedy, however, when Chief Superintendent Robbie was killed in a motor vehicle accident on his way home.

Robbie had served the force with distinction for many years and his funeral in Dunnville was attended by Silk, Superintendent Rodger who had succeeded Robbie as head of No. 3 District at Burlington, Assistant Commissioners Whitty, Neil, and Graham, Inspector Wilson, and a number of other senior members of the OPP. Mr. Duke was also there and invited the commissioner and others to his home in Burlington on their way back to Toronto. Assured by Wilson that it would be proper for him to attend, Silk accepted the invitation and with Whitty, Rodger, and Wilson, stopped in for some refreshment. Duke was the perfect host and on their departure gave each of his guests a brass letter opener as a small gift. Silk responded by giving Duke his tie clip bearing the OPP crest and invited his host to a luncheon the following week at the Engineers' Club in Toronto.<sup>13</sup>

It was some months later that the commissioner learned from a discussion among senior officers that his erstwhile guest, Duke, had a criminal record. He was shocked. When he had confirmed the truth of the matter, Silk called a senior staff meeting composed of the two deputy commissioners, Whiteley and Trimble, the division heads, Assistant Commissioners Bird, Graham, Neil, Needham, and Whitty, and J.W. Harding, the personnel director who acted as secretary. The commissioner brought up the matter of future force association with Duke and decreed that no further social contacts by members of the force would be tolerated. Bird, as head of Field Division, was directed to inform Superintendent Rodger and Inspector Wilson in Burlington of the edict.<sup>14</sup>

George Clinton Duke was a wealthy businessman who operated Duke Lawn Equipment Limited, a firm engaged in the business of selling and servicing agricultural implements and lawn machinery.



The Ontario Provincial Police were among his many customers. Each year since 1957, an annual lawnorama was held on the grounds of Duke's home in Burlington where retail dealers, distributors, salesmen, and potential customers were invited to see his equipment displays. To these events, OPP officers were invited: Assistant Commissioner Neil, whose Administration Division purchased equipment for the force, Robbie, then Rodger and Wilson as the officers of No. 3 District, Burlington, and others. Later in the fall, the Dukes entertained friends and acquaintances at an annual barbeque at which as many as two hundred guests were welcomed. Rodger and Wilson were invited to these parties, along with their wives, and on occasion other OPP officers attended. Whitty was there in 1967.<sup>15</sup>

At Christmas each year, the Duke Company sent small gifts to friends and to customers whose goodwill the company sought to preserve. The value of the gifts rarely exceeded ten dollars and they were generously dispensed. Members of the provincial police on the gift list were Whitty, Rodger, Wilson, and Sergeant C.G. Wilkinson of the nearby Oakville detachment.<sup>16</sup>

Duke had a large collection of firearms of which he was extremely proud, showing them to guests who visited his home. It was his familiarity with this fact that first led Wilson to learn of Duke's criminal record. When he was at general headquarters on March 19, 1968, ten days before his daughter's wedding, he dropped into the office of the Registrar of Firearms with Wilkinson to see the new filing system. It was then that he learned from Sergeant Dawson that Duke had a record which Dawson then produced for him. Wilson did not see the need to tell the commissioner of this then or later, although on the night of the wedding, he acknowledged the fact of Duke's record to Assistant Commissioner Graham.<sup>17</sup>

Duke's criminal record was an old one; in 1925, under the name of G. Jones, he was convicted of theft and sent to the Burwash Industrial Farm for a term of imprisonment. In 1930, he was sentenced to thirty years to life in Buffalo, New York, for robbery and was incarcerated for twelve years, then deported to Canada in 1942.<sup>18</sup> Since that time, it might be said that Duke had become rehabilitated, although from 1958 to 1968 he had been charged a number of times for offences relating to the operation of a motor vehicle.

When Commissioner Silk's edict was passed along to them by Bird, Rodger and Wilson were apparently prepared to sever their

relationship with Duke. Whitty, however, thought a sudden breaking-off was rather harsh treatment and suggested a tapering-off to Silk, but the commissioner disagreed with him. Nevertheless, Whitty contacted the officers in Burlington and suggested that one of them ought to make an appearance at the business-oriented lawnorama, and with this encouragement, Wilson went to the affair accompanied by Wilkinson, who by this time had been transferred out of No. 3 District. Later in the fall, both Rodger and Wilson with their wives and with Mrs. Robbie, attended the Dukes' social barbeque.<sup>19</sup>

In July, 1969, Gerald Francis McAuliffe, a newspaper reporter with the *Hamilton Spectator*, heard that Commissioner Eric Silk had entertained Duke, a man with a criminal record. When he learned of a dispute between Duke and a Mrs. Elizabeth Margaret Citron who had laid charges, McAuliffe went to see Mrs. Citron and eventually came to the conclusion that evidence against Duke had been suppressed when the matter came before family court. As he continued to investigate Duke, the reporter found what he believed to be links with the Mafia and improper relationships between Duke and the provincial police. Much of the information McAuliffe gathered he later claimed to have received from informants within the Ontario Provincial Police and at some point, began passing his intelligence to Dr. Morton Shulman, the member of the legislature for High Park and a self-styled Mafia fighter.

On June 4, 1970, Shulman rose in the legislature and delivered his speech that was to cause a good deal of embarrassment to Commissioner Silk, to some of his senior officers, and to the Ontario Provincial Police—a force proud of its integrity. Citing what he called preferential treatment of a former criminal by officials of the attorney general's department in the court case involving Mrs. Citron, Dr. Shulman went on to relate Duke's criminal record, his alleged association with Mafia figures, his friendship with Commissioner Silk and senior OPP officers, and the undue influence this friendship engendered. The legislator named John Papalia, Donald LeBarre, and Daniel Gasbarrini, all of Hamilton, as Mafiosi and associates of Duke.

The government response was to order a Royal Commission "... to inquire into and report upon any improper relationships between personnel of the Ontario Provincial Police Force and any person or persons of known criminal activity and more particularly any such relationships as alleged by the Member of the Legislature for High Park in his speech of June 4th, 1970, between

personnel of the Ontario Provincial Police Force and George Clinton Duke, Daniel Gasbarrini, John Papalia and Donald LeBarre..."<sup>20</sup> Mr. Justice Campbell Grant of the Supreme Court of Ontario was named Royal Commissioner and he chose John J. Robinette, QC, as senior counsel. Staff Superintendent Kay and Chief Inspector Lidstone were assigned to the commission investigation. Hearings were commenced on September 14 and were concluded on October 13, 1970, and more than one hundred witnesses were called, including many members of the OPP.

Mr. Justice Grant's report of December 15, 1970, reflected the depth to which every facet of the affair had been probed. Insofar as matters pertaining to the Ontario Provincial Police were concerned, His Lordship noted no association whatever between officers of the force and the alleged Mafia persons of Hamilton. He found no evidence of preferential treatment of Duke by the provincial police in the issuing of permits relating to the man's large firearms collection, although there were a number of times when some inquiry had been made on Duke's behalf by senior officers respecting traffic violations. The justice could find no fault with the attendance of members of the provincial police at the business and social gatherings at the Duke estate up to the time of learning of Duke's criminal past in March of 1968, but opined that the acceptance of gifts at Christmas was indiscreet in light of Duke's reputation for traffic violations. Although he had been misled, Commissioner Silk was chided for inviting Duke to a luncheon attended only by senior OPP officers before the commissioner knew the man well enough to be certain the association would not be detrimental to the force.<sup>21</sup>

Assistant Commissioner Whitty was criticized for encouraging Wilson to continue an association with Duke, and Wilson was condemned for misleading his commissioner and continuing to associate with the Burlington businessman in spite of Silk's order. "Rodger and Wilson have to face charges laid against them under the Police Code of Offences,"<sup>22</sup> wrote the justice.

Mr. Justice Grant was not kindly disposed toward the reporter McAuliffe: "What I regard most seriously on the part of McAuliffe is that he would use the press as a means of recklessly making statements concerning law enforcement officers including a provincial judge, the crown attorney and police officers, which would attribute dishonesty to them in the course of their duty."<sup>23</sup> Of Dr. Shulman he wrote, "Dr. Shulman in his testimony acknowledged that he was systematically securing from a member

of the Ontario Provincial Police or an employee of the Ontario Police Commission who lived in Toronto, information from files which he knew to be secret and confidential and that were not open to the public.”<sup>24</sup>

In conclusion, Mr. Justice Grant reported that he had found no evidence of any improper relationship between members of the provincial police and persons of known criminal activity.

Archibald Morrison Rodger and Albert Wilson, who had been promoted to staff superintendent and superintendent respectively in April, 1969, less than two months before Dr. Shulman’s devastating speech, were charged under the Police Act with “...insubordination, in that each of them, without lawful excuse disobeyed a lawful order of the Commissioner.”<sup>25</sup> In June, 1971, before His Honour Judge Harry G. Steen, each officer was sentenced to a penalty of forfeiture of leave and to be reprimanded. Wilson was transferred from Burlington to general headquarters in Toronto.



# 19

## *Through Night to Light*



*The Honourable John P. Robarts, P.C., D.C.  
Prime Minister*

*and The Government of the Province of Ontario  
request the pleasure of your company at a*

*Dinner*

*in honour of*

*The Sixtieth Anniversary  
of the establishment of*

*The Ontario Provincial Police Force*

*to be held on Friday, May 16th, 1969, at 7:30 p.m.*

*in the Macdonald Block, Parliament Buildings, Toronto*

The invitations launched the celebrations of the force anniversary declared for 1969, and the dinner held at the Macdonald Block at Queen's Park on May 16, 1969, was a gala affair with some three hundred guests. Many dignitaries attended and the head table guests, piped into the assemblage by a force piper, made a veritable parade. The Treasurer of Ontario, Charles McNaughton, was there with Commissioner Lindsay of the RCMP, Chief James Mackey of Metropolitan Toronto, Superintendent W.E. Kirwan, head of the

New York State Police and a representative of his counterpart from Michigan, Major John Brown. The former lieutenant governor, Earl Rowe, was there and so was Director General Maurice St. Pierre of the Quebec Provincial force. Virtually every commissioned officer of the OPP attended with his lady, and the hall echoed with toasts and well-wishing.

To commemorate the anniversary and to provide a memento that all ranks could share, the commissioner ordered the publication of a forty-four page booklet dealing with the history of the Ontario Provincial Police. Staff Superintendent Gilling was appointed editor-in-chief of the publication and Inspector Blucher, whose Public Information Section compiled the material, was named as editor. Corporal G.S. Walker of the Central Records and Communications Branch, which produced the booklet, was the artist who prepared much of the illustrative material, and Provincial Constable R.A.H. Griffin was recorded as the researcher. Photographs were the responsibility of Staff Sergeant H. Wheeler and Corporals G. Powers and S. Raybould. Although no credits were published in the booklet, much of the historical research had been done by Staff Superintendent Wood before his retirement in 1968. Soon after Commissioner Silk's appointment to the force, Wood had been assigned to gather material of historical interest and to seek out former long-service members of the force for tales of earlier times.

When the booklet was published at mid-year, this record of the sixty years of Ontario's provincial force was distributed to each serving member, to those of the OPP Auxiliary Police, and to all libraries maintained by the force in branch, district, and detachment offices. Complimentary copies were sent to some 250 national, public, university, and college libraries and to 97 secondary schools in Ontario. News agencies were included in the distribution lists for the publication, and many private citizens who sought copies were supplied.

The most auspicious occasion honouring the anniversary, however, had been saved for the fall. In what Commissioner Silk described as "The climax of the year's celebrations...",<sup>1</sup> a ceremony took place in the lieutenant governor's suite in the Parliament Buildings on November 13, 1969, where an assembly of more than two hundred guests had been invited. To the hushed gathering, Lieutenant Governor Ross Macdonald rose to speak:

Mr. Prime Minister, honoured guests, officers and wives of the Ontario Provincial Police, it is my extreme pleasure on behalf

of Her Majesty's Government for the Province of Ontario to present to Eric Silk, Commissioner of the Ontario Provincial Police Force, this tipstaff, a most ancient symbol traditional to law enforcement, which, by Order-in-Council, dated the thirteenth day of October 1969, is designated and will henceforth be recognized as the commissioner's official symbol of authority which I entrust, Sir, to your care in the hope that it will then be presented to your successors in similar token.<sup>2</sup>

The presentation to Commissioner Silk of the tipstaff, from the significance of the date of the Order-in-Council, was truly emblematic of the creation of the force. It marked the culmination of sixty years of striving for survival among other police agencies, through times most difficult, to the year 1969 when it had become one of the foremost forces in the land. Described as a one-and-one-half inch diameter metal tube two feet in length and covered with black Morocco leather, the tipstaff was topped by an Imperial Crown, and on the brass ferrule immediately below the crown was affixed a cap badge of the Ontario Provincial Police. On a second ferrule near the centre of the tipstaff was mounted the crossed tipstaves in a laurel wreath, the insignia of the commissioner ranks of the force. Encircling the laurel wreath was inscribed "SALUS POPULI," meaning for the good of the people. The base of the sceptre-like staff, emblazoned with the eight tiny emblems representing Ontario's trilliums, was removable so that the commissioner's certificate of appointment might be inserted in this symbol of his office.

The presentation ceremony and the dinner following were considered very ceremonious and formal affairs, and the order of dress for the commissioned officers of the OPP was "Mess kit, Black Tie and Miniatures." This was the first occasion when most of the officers had the opportunity of donning the splendid new mess uniforms designed and provided on the orders of Commissioner Silk. Unhappily, the issue had not been extended to officers of the Special Services Division who, in the normal performance of their duties which were investigative by nature, wore civilian clothes and received a clothing allowance in lieu of uniform. Silk maintained that the mess kit was, after all, government issue provided as a uniform at public expense. This omission, as with the Centennial Medal in 1967, was deeply resented, and the suggestion that these officers should attend in tuxedos was rejected angrily, and many failed to attend this most important, historical occasion. Such fail-

ure did not pass unnoticed, and each officer was personally interviewed by Assistant Commissioner Graham, the division head. Most officers objected to being treated as less than full-fledged members of the regiment, so to speak.

The matter was resolved soon afterwards when the issue of the formal mess uniforms was made to all officers of the force holding the Queen's Commission. The mess kit was not to be retained for use by officers after retirement, and those who did depart the force without surrendering the uniforms were reminded personally by the commissioner to do so.<sup>3</sup>

The presentation of the tipstaff was not the first time the mess kit had been worn publicly by the provincial police. At the annual convention of the Ontario Association of Chiefs of Police, hosted by the OPP in 1967 at the Delawanna Inn at Honey Harbour, Commissioner Silk and a number of senior force officers attended the formal banquet resplendent in their new attire.

The day following the tipstaff presentation, the Premier of Ontario, John P. Robarts, delivered his speech of congratulations in the legislature in honour of the diamond jubilee of the Ontario Provincial Police Force.

Even as the force celebrated its sixty years of service to the people of Ontario, events were taking place which would have the effect of diminishing the role of the OPP in policing the rural areas of the province. A new form of regional government, similar to that of the Municipality of Metropolitan Toronto, had begun to evolve as the provincial government pressed for the consolidation of contiguous municipalities in the more heavily populated areas of Ontario. A number of the new regional municipalities would be structured in such a way as to amalgamate existing municipal forces to assume the policing responsibility for the region, both urban and rural. In the Niagara peninsula, the larger forces of Niagara Falls, Welland, and St. Catharines were joined with a number of smaller departments, and the gradual withdrawal of the OPP from all services excepting patrol of the King's Highways was begun.

Although the regionalization of the District of Muskoka resulted in the dissolution of the three small police forces there, permitting the total takeover by the OPP, and the retention of local forces was decreed for the Regional Municipality of Ottawa-Carleton, other regional governments would be created. Like Niagara, they would perpetuate the gradual but nonetheless continual withdrawal of the provincial police from large geographical areas as the force's responsibilities diminished.



## 2

Air Canada's popular "California Galaxy" DC-8 flight from Montreal to Los Angeles departed on schedule at 7:15 A.M. on Sunday, July 5, 1970, with one hundred passengers and a crew of nine aboard. A brief stopover was planned at Toronto, and as approach was made to Runway 32 at the Toronto International Airport less than a hour later, the landing gear was down, and until the aircraft was a mere sixty feet from the touchdown point, everything seemed to indicate a safe and normal landing. Suddenly, the aircraft dropped, and to compensate, the pilot applied full throttle and heaved back on the control column. The plane struck the runway heavily, then, as the engines took hold, rose back into the air and began a slow but steady climb to regain altitude. Unknown to the captain and the crew, the outside starboard engine and pylon had been torn from the wing, allowing fuel to escape and ignite. The structure holding the other starboard engine to the wing had also been damaged, but the engine continued to function and no immediate peril was evident. When an alternative runway was offered by air control, the confident captain declined with thanks and advised of his intention to land his aircraft on the original plan. The giant "stretch DC-8" reached an altitude of three thousand feet and began the slow, wide turn to make a new landing approach, but those watching from the ground could still see fire and smoke trailing from the damaged wing. Little more than two minutes had passed from the first impact with the runway when there were two almost simultaneous explosions in the right wing of the plane, and the inboard engine fell away to the ground trailing a plume of black smoke. Seconds later, a third explosion blew away a large section of the wing itself, and the aircraft was doomed. Rotating slowly, the huge airliner dived almost vertically into the ground at 250 miles per hour, plunging into a farmer's field five miles from the airport. There were no survivors.

Within twenty minutes, the provincial police, aided by OPP Auxiliaries and joined by other forces which raced to the scene, had set up a protective cordon around the area in the first move of what was to be the most demanding emergency in the history of the OPP. Emergency teams from many organizations hurried to the scene to help, and the Canadian military forces from the nearby Downsview base sent men and a helicopter to assist in preventing



*Air Canada crash, July 5, 1970. A DC-8 "stretch jet."*



*Air Canada crash, July 5, 1970. The crash scene in a farmer's field.*

incursions into the cordoned area by the curious and the souvenir seekers.

The CIB officer on weekend call duty that Sunday was Chief Inspector Higley and with the help of a provincial police motorcycle escort from Port Credit, he was able to arrive at the crash site through snarled traffic and police roadblocks in record time. Being the first senior force officer on the scene, he assumed command of the police operation and called a meeting of the heads of all interested agencies at the Snelgrove OPP office. Responsibilities were assigned according to the services offered, and the strategy for tackling the emergency was decided upon. Superintendent Garry of Downsview was charged with the physical security of the crash site, with Chief Inspector Wilkins to see to the night-time security. Inspector G.S. Gray was ordered to locate and set up a temporary morgue, which he did in the arena in the village of Woodbridge, and Chief Inspector J.S. McBride had the task of leading the several teams of provincial constables assigned to the gruesome task of recovering human remains. The recovery and retention of private property from human remains and from the crash site was entrusted to teams directed by Inspector Fullerton, while Inspector Blucher was designated as the officer to deal with the news media and to provide information to enquiring families and relatives. Provincial Constable B.S. Shipley of Snelgrove teamed up with federal Ministry of Transport investigators and provided the police coordination of the investigation. A large mobile trailer unit was towed to the crash site to serve as the headquarters for Higley as telephones and police radio communications were put into service. For the first two days of the operation, Assistant Commissioner Bird served as senior police advisor and was able quickly to acquire manpower and equipment as it was called for. Chief Superintendent Erskine was on the scene and took over the task of preparing a detailed grid survey of the crash site.

The identification of the dead was the prime concern of Ontario's supervising coroner, Dr. H.B. Cotnam, who was aided by a team of pathologists under Dr. Hans Sepp, dentists headed by Dr. J.D. Purves, and experts from the Centre of Forensic Sciences led by their director, D.M. Lucas. The fingerprint team under Staff Sergeant J.F. Foley made a significant contribution to the process as did the coordination of findings into a master file by Corporal H.R. Cornell. More than 185 provincials were employed over periods of up to three weeks in such frightful endeavours as body recovery, autopsy assistance, and morgue attendance as well as the



unpleasant and tiresome collection of personal property and the tedium of long hours of security patrols and roadblock duties.

A public inquiry was convened at the Old City Hall in Toronto in December to consider the findings of the federal air accident investigation into the causes of the crash. In January, 1971, Dr. Cotnam presided at the inquest held in Brampton into the death of Captain Peter Cameron Hamilton, the pilot, and 108 other persons who died in this disaster.

In Ontario Provincial Police Routine Orders of August 22, 1970, a special commendation was posted: "The response to this emergency by officers, NCO's, other ranks and civilians was in the highest tradition of the Force... (the commendation was given) to all those who worked long and hard during the emergency and those who worked efficiently in support."<sup>4</sup>

Only nine days after the Air Canada crash, another disaster occurred on the St. Lawrence River near Morrisburg when the ship *Eastcliff Hall* sank, taking a number of seamen to their deaths. The vessel had run aground in the early morning hours of July 14. The swift response by the provincial police was successful in rescuing twelve members of the crew, but others perished. The OPP response included a team of force SCUBA divers who, under extremely difficult and dangerous circumstances, were able to recover eight bodies from inside the ship. The ensuing investigation was placed in the hands of Inspector J.M. Hillmer CIB in anticipation of an inquest. A special commendation of force members involved in this action was posted in OPP Routine Orders on August 29, 1970.

### 3

The word first came to the Metropolitan Toronto Police on the morning of September 8, 1969, when Deputy Chief John Murray was advised by friends of Toronto businessman Marshall Davis that Davis' daughter, Mary Nelles, had been kidnapped. Deputy Chief Bernard Simmonds sent Inspector George Sellar and Detective-Sergeant George Thompson to investigate and called Assistant Commissioner Harold Graham of the provincial police. Two hours later, Simmonds called again and confirmed the kidnapping which had occurred in Pickering Township near Clarendon the previous evening. Instructions had been left in the victim's home to deliver



\$850,000 ransom to a place in Toronto; the two police forces joined together in the case.

On the advice of Sellar and Thompson, Davis prepared to pay the kidnappers only \$200,000. At 2 P.M., along with Mary Nelles' husband, who had been fitted with a body-pack radio transmitter, Marshall Davis set out in his car to deliver the ransom money, and police surveillance teams were put into action. Stopping at a number of telephone booths for instructions from the abductors, Davis was ordered to have his brother Nelson join the two men and for them to return to Marshall Davis' home to await further instructions.

In the morning, further directions sent the three men off in Davis' car to the junction of Highways 400 and 89 near Cookstown, then to a designated area in the Muskoka District where the ransom money was left hidden near Footes Bay, south of MacTier. Returning to the pay telephone near Cookstown, the men received a call telling them where Mary Nelles was to be found, and she was located safe and unharmed, having been kept confined to a cottage and blindfolded during the entire episode.

When police received the word that the woman had been freed, they moved quickly with their planned response—restrained until the safety of the victim had been assured. Roadblocks were set up through Southern Ontario and as far as Sudbury and Sault Ste. Marie in the north. Inspector Grubbe CIB was assigned to the investigation of the crime scene—the Nelles home—and Inspectors Ferguson, Lidstone, and Hillmer headed for the Footes Bay area. Lidstone interviewed the victim, Mary Nelles. Using the services of Provincial Constable Boley and his dog "Kanaka," Ferguson gathered evidence in the woods near where the victim had been held in captivity, and one of his team, Provincial Constable E.F. Bond of Barrie, located the ransom money on September 12.

By that time, the joint forces operation led by Staff Superintendent Kay and Detective Sergeant Thompson had gathered enough evidence to identify the kidnappers, and teams of investigators fanned out across Metropolitan Toronto to make the arrests. Inspector Grubbe and Detective Tyrell arrested Gregory Michael Whiteside, a salesman, while Lidstone and Detective Harkness took in John Craig Rogan, also a salesman, and twenty-three-year-old Peter William Burns, an air traffic controller. Gary Walter Adams, a printing firm manager and Ralph Douglas Cameron, a salesman, were apprehended by Sergeants Smith and Armitage of the provincial police Anti-Rackets Branch, provincial Corporal

Hart and Detectives Baker and McCormick of the Toronto force. The following day, Lidstone and Harkness arrested a sixth man, Richard Hudson Yeowart, a twenty-five-year-old Metropolitan Toronto police constable.

All the young men, apparently led by Adams, a former boyfriend of Mary Nelles, were steadily employed in good positions with career potential, and none had had any previous brush with the law. All were sent to Kingston Penitentiary for terms ranging from ten to fifteen years.

#### 4

The Criminal Investigation Branch of the OPP was not committed solely to the investigation of such serious crimes as murder, rape, robbery, and kidnapping. Throughout the 1960s, members of the branch continued to inquire into divorce irregularities for the Queen's Proctor, Frank L. Wilson, QC. They also served as the investigative arm of the supervising coroner's office, aiding Dr. Cotnam and his assistant, Jack Hills, in the probing of deaths in hospitals and other institutions, and on industrial sites. By 1970, the branch had increased dramatically in size to nineteen members, led by Staff Superintendent Loree. Ferguson, Higley, MacGarva, McBride, and Lidstone were chief inspectors and the inspectors were W.H. Armstrong, G.H. Cooper, B. Dorigo, A.W. Goard, J.E. Grubbe, J.M. Hillmer, L.G. Lyle, A.K. Macleod, J.C. McKendry, J.W. McPherson, H.V. Pelz, R.M. Waddell, and R.N. Williams.

The laboratory of the attorney general, renamed the Centre of Forensic Sciences in 1966, continued to serve the force, with the scientists joining their police investigator counterparts in seeking solutions to crimes, and in other endeavours. In 1967, the renowned Dr. Ward Smith had died and his place as director had been taken by Douglas M. Lucas, M.Sc., with John Funk as his deputy. Such stalwarts of the centre as Elgin Brown, Dieter von Gemmingen, Norman Erickson, and Robert C. Nichol, to name but a few, were close colleagues of the CIB.

Assistant Commissioner Graham was transferred to the Administration Division in 1970 after more than twenty years with the investigative side of the force and a year later he was made deputy commissioner of operations on the retirement of Whiteley. Nicol became assistant commissioner and Erskine the chief superintend-

ent of Special Services. The Traffic Division was led by Assistant Commissioner E.W. Miller and Chief Superintendent McKie, and other senior rank changes saw L.J. Bolt, L.R. Gartner, and J.L. McDermott promoted to chief superintendents in Administration, Field, and Staff Services respectively. In 1969, the Planning Branch was divided into the new Planning and Research Branch under Chief Inspector Naismith and the Properties and Information Branch under Chief Inspector Cresswell. Inspectors R.C. Dawson and J.A. MacPherson replaced Naismith and Perkins in the Training Branch, and to the staff of the Central Records and Communications Branch in 1968 came Inspector C. VonZuben and in 1970, Inspector A.N. Chaddock.

Alexander 'Sandy' Swan, a civilian member of the force for nearly forty years, died on February 13, 1969, and his place as Registrar of Firearms was taken by Sergeant A.L. Haughton. When the Registrar of Private Investigators and Security Guards, Allan Shields, retired in February, 1972, Staff Sergeant S.C. Butler was appointed registrar to succeed him; the takeover by uniformed members of branch operations seemed complete.

In Inspector T.H. Craig's Accident Prevention Branch, a new cartoon character was adopted in December, 1969, to further the unit's safety programs. "Trevor, the OPP Traffic Bug" was conceived by Provincial Constable Gordon McGregor of Long Sault and created by Sergeant R.J. Callaghan, a force artist of considerable repute, and became extremely popular among school children exposed to the provincial police safety programs.

In John Harding's Personnel Branch, a unit was set up in 1970 to take over from the Civil Service Commission the recruitment of non-professional civilians for the provincial police. The Personnel Branch became the Personnel Division on January 1, 1972, under the command of Assistant Commissioner E.J. Baker; unlike the other divisions, no chief superintendent was appointed as second-in-command, a post filled by John Harding. The new division was composed of the Training, Career Management, and Personnel Services Branches.

Staff Superintendent Grice's Criminal Intelligence Branch assigned most of its staff to clandestine gathering of information relating to organized criminal activity, endeavouring to at least curtail the invasion into Ontario criminal circles of the family-type crime syndicates such as the Mafia or Cosa Nostra. The branch was involved in more than 350 investigations in 1970 for example, of which more than a third concerned motorcycle gangs and their

endeavours to become increasingly involved in a form of organized crime. Investigations of an intelligence-gathering nature were undertaken for the Ontario Police Commission, the Ontario Securities Commission, the Fire Marshal, and for United States agencies as well as for the provincial and municipal police forces. Citing examples of the diversity of branch operations, the Annual Report of the Commissioner of the Ontario Provincial Police for 1970 mentioned an operation dealing with automobile parts stolen in Michigan and distributed in Ontario with the collusion of a Canadian customs officer. The trafficking of narcotics in Windsor was the subject of another case, while a third dealt with the smuggling of aliens into the United States by motor launch.

The Auto Theft Branch continued to provide such expert assistance to other agencies that the workload increased dramatically. Specializing in the identification of stolen vehicles, particularly those where identification had been removed or altered as was usually the case where organized rings were involved, the branch was well versed in such procedures as acid-etching to reveal original markings. Many criminal operations were thwarted by the expertise of branch members and the number of recovered vehicles increased.

The Anti-Gambling Branch under Chief Inspector Hatch and the Liquor Laws Enforcement Branch headed by Chief Inspector France continued to operate quietly and effectively in every part of the province in support of provincial police detachments and municipal police forces.

## 5

When the federal government cut back funds to the provinces for emergency measures in 1967, it seemed as though the OPP Auxiliary Police would have to be disbanded. Commissioner Silk, however, faced with providing additional manpower to respond to extra demands for Canada's centennial year, had fought for and won the necessary funding from the province to continue the program. In May, 1967, a contingent drawn from a number of OPP Auxiliary units and led by Auxiliary Inspector C.H. Lloyd was declared the best unit in the "Parade of Nations" at the World Congress of Police Officers held at Niagara Falls. It had competed and won against units from across Canada, the United States, Great Britain, Germany, and other countries. A month later, an auxiliary



unit won trophies for participation in the Veterans' Centennial Parade in Tillsonburg. In 1968, Captain Robert Edward Wilson of the Salvation Army was appointed the first chaplain to the OPP Auxiliary Police, with the rank of auxiliary inspector. The following month, Reverend John Maxwell Markle became an auxiliary inspector and Roman Catholic chaplain to the auxiliary. Father Markle was also chaplain of the Ontario Regiment of Oshawa.

The auxiliary force continued to serve as a highly active organization and in 1970, consisted of 544 members who gave unstintingly of their time. The men were organized into seventeen units, each of which came under the guidance of a regular force non-commissioned officer. Each year the units competed for the Parmenter Trophy, donated in 1963 by the former head of the force auxiliary police branch, Staff Superintendent Clarence E. Parmenter, for the unit adjudged the most outstanding in dress, drill, and general proficiency.

Members of the OPP Auxiliary were called to muster on many occasions of emergency such as the aircrash near Toronto and in the event of massed jailbreaks that had occurred from time to time. The troubles that erupted in Kingston Penitentiary in April, 1971, however, were of such ferocity and danger that it was to the Canadian Forces that the civil authorities turned for help.

## 6

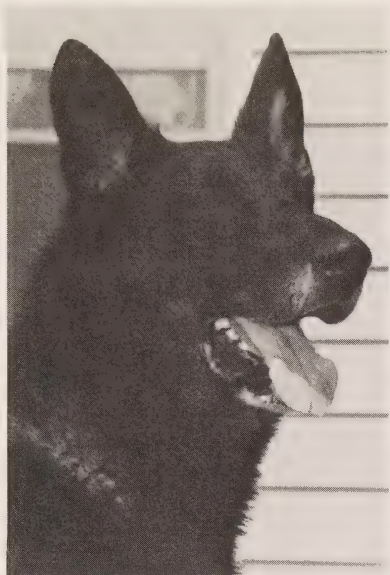
As a number of inmates were returning to their cells on the evening of April 14, six of the guards were seized and overpowered and a violent riot erupted. More than five hundred prisoners were released from their cells and devastated the huge cell block in which they had been confined. A committee of inmates was formed to negotiate with authorities and for a few days managed to control the prison population to some degree. One guard hostage was released as a gesture of good faith, and meetings with prison officials continued until April 18 when the prisoners' demands were rejected. A small, violent group of inmates took control of the prison population from the committee, and some segregated prisoners were taken to an area of the institution known as "the Dome" and were identified by the insurgents as purported child-molesters, a species reviled by all. There the unfortunates were tied to chairs forming a circle, and a systematic beating began with each being struck in the face with a steel bar, then brutally beaten with

fists, boots, and clubs; one had the length of his upper leg slashed to the bone with a knife.

The assault went on for most of the night until all the victims were unconscious, yet still alive. They were then dragged to another area of the building and left lying on the floor. One was struck again with an iron bar and already weakened by a grievous knife wound, died. As the rioters began to surrender to the authorities, the army, which had been called out, entered the institution and found another inmate in such condition that he, too, later died. To the investigation of the murders of Brian Reginald Ensor and Bertrand Henry Robert, the CIB assigned Chief Inspector Ferguson. With members of the Kingston Police Force, Ferguson spent long, gruelling hours sorting through the maze of confusing accounts until finally, thirteen inmates were charged with the brutal murders. Midway through the lengthy and difficult trial, twelve of the accused men changed their pleas to guilty of manslaughter and the thirteenth accused inmate pleaded guilty to assault causing bodily harm. The presiding judge, Mr. Justice W.C. Henderson, sentenced the convicts to additional prison terms.

Almost as soon as order had been restored in the penitentiary at Kingston, the transfer of inmates to a newly completed maximum security facility at Millhaven had begun. When inmates suffering physical injuries were taken to the Canadian Forces hospital at Barriefield from the new institution, they insisted that they had been beaten by custodial officers on their arrival at Millhaven as reprisal for the Kingston riot. Another complex and time-consuming investigation demanded the assignment of several members of the CIB to Millhaven to interview every inmate and every custodial officer. Eventually, a number of prison guards were charged with assault of prisoners, but the juries chose not to believe the convicts' testimonies and all were found not guilty.

When a number of inmates escaped from Burwash Industrial Farm in 1969, the OPP Canine Search and Rescue Unit was called, and although one of the escapees had managed to lay his hands on a rifle during his flight, he and the others gave themselves up when faced with the dog. After five years of experience, the canine program had proved a huge success. To the original three teams in Sudbury, Mount Forest, and Kemptville, two more were added in 1967: Provincial Constable R.E. Carson and "Cloud" at North Bay and Constable V.E. Jones with "Arab" at London. The training had been taken over by Boley in Mount Forest, who conducted



"Kanaka" in the Hall of Fame.



"Trevor," the OPP Traffic Bug.

regular refresher courses for the dogs and their handlers and prepared new teams to assume their rigorous duties. Barrie and Belleville detachments also added teams in 1969, and all units were kept busy and used to advantage on many occasions. When a bank robbery investigation involved Provincial Constable Walker and "Butch," the dog actually led his master through dense bush to recover the \$15,000 loot and the guns used by the bandits *which had been buried*. In 1970, "Cloud" followed the trail and rescued a seventy-three-year-old man who had been wandering lost in the bush for three days. A cold trail indeed.

"Kanaka" was retired from duty at Mount Forest on July 1, 1970, and was replaced by "Kanaka II." The retired dog continued to live with Boley's family and with his successor. One of the original three, "Kanaka" had played a part in more than 150 rescues and arrests and had once tracked a lost hunter through freezing swamps, frequently breaking through the ice and badly cutting his feet before making the rescue. "Kanaka" was inducted into the Ralston Purina Animal Hall of Fame which gave recognition to special achievements by Canadian animals.

## 7

The year 1970 marked the first time that former members of the OPP banded together to form an association of those who had served for three years or more with the provincial police. The first executive of the Ontario Provincial Police Veterans' Association was chosen on the first meeting of 150 former members: Elmer Hoath was named president, Allan C. Williams, vice president, James M. Stanton, treasurer, and George W. Halliday became the first secretary. The directors were David L. Mitchell, Charles W. Wood, Alexander Macleod, John Clark, and Clarence Parmenter. Commissioner Silk became the honorary president.<sup>5</sup>

Another three members of the force were awarded the Commissioner's Certificate of Valour in 1970. Corporal W.J. Hayes and Provincial Constable D.A. MacDougall of Thunder Bay (until 1969, the twin cities of Fort William and Port Arthur) had joined Provincial Constable G. Watson of Minaki to enter a darkened house, knowing that the suspect they sought was armed and extremely dangerous. Their quarry had been charged with the shooting death of the house owner and a neighbour. Their courageous action had so impressed the trial judge, Mr. Justice Patrick Galligan, that he had commented, "...these three officers demonstrated bravery of the highest order... Each of them is an exceptional man."<sup>6</sup>

In September, 1972, Provincial Constables R.G. Kealy and D.A. Robbins were each awarded the Commissioner's Certificate of Valour when they subdued a murder suspect armed with a shotgun, after a gun battle on Highway 401 near Oshawa. The force, however, continued to lose fine men whose lives were forfeited in the execution of their constabulary duties. Provincial Constable W.R.C. Rodgers of Petrolia was killed in a motor vehicle accident on February 25, 1970, and the same fate befell Provincial Constable S.H. Schultz of Brantford on July 19, 1970, and Provincial Constable G.L. Lackey of Little Current on July 16, 1972.

## 8

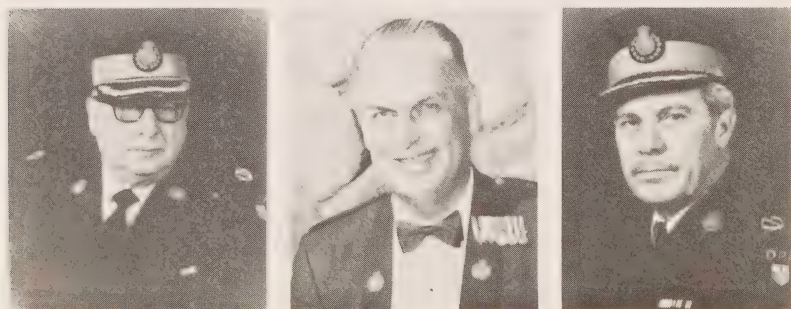
William Grenville Davis, QC, became the Premier of Ontario on March 1, 1971, on the retirement of John Robarts. Allan F. Law-



rence, QC, was named Minister of Justice and attorney general. Davis lost little time in establishing his leadership and in October, announced a radical reorganization of the structure of the provincial government in Ontario. From January 1, 1972, following a two year study by the Committee on Government Productivity (COGP), government departments would become known as ministries and would be grouped together into three “policy fields”, each under the direction of a policy secretary (or as the newspapers would have it, a super minister).

The “policy fields” would group together ministries having allied interests and functions; the Justice Policy Field, under the Provincial Secretary for Justice, Allan Lawrence, would consist of four ministries: Attorney General, Correctional Services, Consumer and Commercial Relations, and Solicitor General. The traditional sphere of responsibility of the provincial attorney general had been divided to separate the direction of the police—that is, law enforcement—from the administration of justice in the courts. The solicitor general was to be John Yaremko, QC, formerly provincial secretary, who was to head the new ministry responsible for the Ontario Provincial Police Force, the Ontario Police Commission, and the Division of Public Safety. Public Safety was a newly formed function to be headed by Frank L. Wilson, QC, with the title of assistant deputy minister and was to be composed of the offices of the Supervising Coroner, the Fire Marshal, and the Centre of Forensic Sciences. With Yaremko came a new deputy solicitor general, R. Michael Warren.

John Yaremko was not Ontario’s first solicitor general, for the Honourable James Cockburn had held such a portfolio in the government of John Sandfield Macdonald from July 1 to November 5, 1867,<sup>7</sup> but for the OPP, this was the first departure from the influ-



*Assistant Commissioners. left to right: D.A. Nicol; L.J. Bolt; E.J. Baker.*

ence of the attorney general. From a relatively small role in that minister's area of responsibility to the greatest part by far in the solicitor general's portfolio, the change for the force was to be profound.

Even before the new minister had set up his offices in the Hearst Block in the Queen's Park complex, the Ontario Provincial Police had seriously studied the ramifications of seeking separation from the Public Service of Ontario and establishing the force as a Crown agency outside the Public Service Act. The OPPA had struggled for years to reach its position of negotiation and bargaining with the government on matters of salaries and working conditions, and when Bill 217, "An Act to provide for Collective Bargaining for Crown Employees," had been introduced in 1970, the association had been vociferously opposed to inclusion of the OPP. The bill had not survived introduction, but in 1972, a similar bill was about to be presented in the legislature.

The expressed purpose of the legislation was to formalize the collective bargaining for all Crown employees under a tribunal and would have the effect of doing away with the Ontario Provincial Police Negotiating Committee. The OPPA had submitted a brief to the Treasurer of Ontario stressing the association's objections to inclusion of the members of the force the OPPA represented, calling the proposed legislation oppressive. Pointing out that casting police officers in the same category as the public servants was contrary to the common law "which unequivocally sets out that the basic position of any policeman is that he is the holder of an office of trust under the crown,... that a policeman is not a servant, employee or agent... He is, in essence, an officer of the law and not an employee."<sup>8</sup>

Bill 217 had specifically excluded such Crown agencies as the Liquor Control Board and the Ontario Hospital Services Commission which were not governed by the Public Service Act, and similar exclusion of the Ontario Provincial Police Force was sought from any legislation dealing with collective bargaining as proposed. Should the government see fit to deny such exclusion, a comprehensive analysis of the concept of Crown agency status for the OPP was undertaken on Commissioner Silk's direction. When the Crown Employees' Collective Bargaining Act was passed in the legislature in 1972, the Ontario Provincial Police Force was among the excluded agencies.

The new Ministry of the Solicitor General lost little time setting in motion the wheels of change. Yaremko announced the creation

of the Task Force on Policing in Ontario to undertake a broad and searching review of policing services in the province. Chief Superintendent Erskine was named the provincial police representative on the task force and Inspector Gray was appointed executive assistant to the chairman. Another group with Deputy Commissioner Graham as chairman began a study that would eventually release a number of highly trained and well paid provincial constables from routine security duties, a desirable move proposed a year earlier by Commissioner Silk to Allan Lawrence.<sup>9</sup> The Task Force on Security and Custodial Services was to review the entire security of government facilities in Toronto.

9

The strength of the Ontario Provincial Police had reached 4,800 by 1972, and more than 1,200 police cruisers of the force were to be seen on provincial roads. The all-white patrol cars which had predominated before the 1950s had been mostly phased out, their use permitted at the discretion of the individual district command-



*All-white cars to be replaced by "Holsteins."*



ers. By early 1972, however, the commissioner decreed that, "Except for the 20 cars kept for special projects...", the force should return to the use of the black-and-white "holsteins."<sup>10</sup>

The force acquired a 1941 Chevrolet coupe in 1972 to renovate and equip as a replica of the first provincial police white highway patrol cars of 1940. Intended for display purposes, the vehicle had been located with considerable difficulty by Chief Superintendent McKie when Commissioner Silk had been impressed with a similar example of an early Nebraska State Patrol car and had set him on his quest. Obtained from a fellow antique car hobbyist in Chicago, the car was shipped in bond to Toronto where it was totally refurbished. Concerned that critics might have something detrimental to say about the cost of such a project, especially the importation of the specimen from the United States, Silk informed Solicitor General Yaremko that the car had been purchased for \$1,500.00 and that duty, taxes, exchange premiums, parts, and labour had increased the cost of the acquisition to a grand total of \$3,584.63.<sup>11</sup> The money was considered well-spent; the vehicle, dubbed "Car One," was to be displayed and admired on public occasions for many years.

## 10

In 1971, The Royal Canadian Mounted Police introduced an automated central repository for the storage and retrieval of operational data on behalf of all police agencies in Canada. The Canadian Police Information Centre (CPIC) became operational at noon on July 1, 1972, and one hour and forty-two minutes later, the first "hit" was recorded. The provincial police in Burlington submitted the license number of a burned-out vehicle as requested by the Brantford detachment, and the CPIC computer responded almost instantaneously with the information that the vehicle had been stolen from Hagersville on June 10.

At the outset, the OPP had terminals in each district headquarters and others were installed at Kitchener and Ottawa during 1972. The "wanted vehicle" data was the first system operational, and "wanted persons" data came onstream in November. CPIC was to become one of the most effective law enforcement tools made available to police forces over the next decade, expanding rapidly both in the number of terminals and in the data banks stored.



Other efforts to combat criminal activity, although hardly as impressive as the Canada-wide CPIC, but effective nonetheless, included the creation of a special squad of provincials in 1970 to combat the growing lawlessness of motorcycle gangs. Vicious and violent attacks had been made by these gangs on liquor outlets in Ontario, and the gangs were apparently engaged in an all-out offensive to monopolize the illicit narcotic trade in the province.

In 1972, Inspector A.T. Armitage was chosen to lead the provincial police into the law enforcement war on the trafficking, possession, and use of narcotics. Until this time, drugs had been seen as a federal enforcement responsibility in which some of the major city police forces had become involved in joint forces drug squads. Thirty-four officers of the OPP were assigned to Armitage's team.

Training programs continued to play a very large part in the police officer's life from the very outset of his career, in order to provide the most professional of services. During 1971, twenty-seven officers attended a special French language training course provided by the Civil Service Commission, while force lecturers toured the province to impart knowledge respecting the new Bail Reform Act which was to come into effect in January, 1972. New firearms training had been introduced in 1971, but it was apparent that many officers took this part of their duties so seriously that they had already acquired a high degree of proficiency. Provincials had competed in revolver marksmanship competitions for many years with great success, and in 1967, one of the earliest and most successful of all had been honoured in a ceremony at general headquarters when many of his trophies were presented to the force. The late Dudley H. Darby had probably been the best known of all the provincial shooters. A provincial police team participated in revolver meets in Canada and the United States on a regular basis, and in 1968, Provincial Constable N.E. Soley of Burlington had recorded the highest score for combat shooting at the Arkell Springs range near Guelph. The team led by Sergeant H.V. Howting of Belleville took a total of nine first places out of twenty matches at the Indiana State Police invitational meet at Putnamville, Indiana, in 1969, with Howting winning the high grand aggregate in his class. The other team members were Corporals D.A. Jones of Whitby and V.C. Boeckner of Chatham. At the Metropolitan Toronto Police annual pistol championships that year, Soley was again top shot. A team of OPP Auxiliary members had won trophies, too, during the North Bay District revolver competitions in 1967.



*Recruit training at the OPP College.*



*Golden Helmets Precision Team.*

The provincial police precision motorcycle riders, the Golden Helmets, continued to give fine performances at fall fairs and on other special occasions and were in great demand. The displays contributed greatly to the public conception of the provincials, though engagements were limited to the spring and fall because of the heavy commitment to summer traffic enforcement. One of the events was of particular interest; when Canada Week was celebrated in New York City in April, 1967, the Golden Helmets under Inspector Cresswell and Sergeant Pursley put on a brilliant riding exhibition to appreciative and impressed crowds in Central Park. The riders again performed a month later in Niagara Falls at the World Congress of Police Officers. One of the most impressive appearances was in 1970 when the Golden Helmets participated in the Grey Cup Parade in Toronto. In the fall of 1971, on October 8, tragedy struck as the riders went through their exciting and dangerous manoeuvres at the Norfolk County Fair at Simcoe. Provincial Constable J.C.A. Verrall of the Oakville detachment was killed before the eyes of his hometown crowd. The Golden Helmets program was ordered discontinued for the rest of the season and for 1972 as well.

## 11

A further enhancement of the status of commissioned officers of the Ontario Provincial Police was decreed by Commissioner Silk in 1972. In conjunction with the semi-annual commissioned officers' conferences convened in Toronto each year, there would be an annual spring dinner and ball for the officers and their elegantly gowned ladies, then a regimental mess dinner for the commissioned officers in the fall. The first spring ball was held in the Macdonald Block at Queen's Park, and the head table dignitaries included the Lieutenant Governor of Ontario, the heads of major police forces, and government ministers.

The first mess dinner was held in the dining room of the Royal Canadian Military Institute on October 31, 1972, and was the occasion for the introduction of the newly acquired regimental march-past of the Ontario Provincial Police Force: "Through Night to Light."<sup>12</sup> The march had been that of the Canadian Provost Corps and was presented to the OPP when that corps was disbanded on the unification of the Canadian armed forces. Ever since the OPP and the military police had first joined hands to train



force motorcyclists in 1963, a very real friendship had developed between the two organizations which shared social occasions as well as training courses. When the corps was about to pass into history, Commissioner Silk asked that the march-past be bestowed upon the provincial force, and the soldiers had responded with delight, welcoming the opportunity to perpetuate their regimental history in this manner.

## 12

To identify members of the provincial police having the aptitudes and the characteristics that would suit them for more senior positions within the force, ninety-two commissioned and non-commissioned officers were selected in March, 1972, for psychological testing by the Toronto management consultants, Hickling Johnston, Limited. The tests were designed to consider and measure intellectual capacity, communicative, management, and administrative skills, and personal characteristics. Future senior promotions would give consideration to the results of these tests.

Among the many changes that had occurred within the OPP at



*Commissioner Silk and the tipstaff.*



*A tradition established. Lieutenant Governor Ross Macdonald, left, with Commissioner Silk at the Spring Dinner.*



Silk's bidding, the emergence of a distinctive uniform was one of the most visible and satisfying to members of the force. New summer uniforms in light blue-grey with "Eisenhower" jackets had been added to the other changes such as the new badges and the light blue hatbands which distinguished the OPP from all others. Proficiency badges for marksmanship and for those employed as motorcyclists or SCUBA divers had provided colour to the everyday dress of the constabulary, and other accoutrements were added for special occasions. Red dress belts, gold-coloured lanyards, and white shirts were issued to constables and non-commissioned officers for dress at such formal events as the weddings of members. Requests for permission to marry in uniform reflected a pride in the force and an increasing number were being received at headquarters. Provincial Constable C.M. Judson was the first to seek permission in October, 1955. The response had conceded that, "as uniforms seem appropriate for force funerals, there can be no objection to wearing them to force weddings."<sup>13</sup> For commissioned officers, gold belts and gold-piped epaulets were provided for ceremonial occasions.

When Commissioner Silk toured the province soon after assuming command of the force, he had taken most seriously the expressed desire of members of the force for a uniform distinctive to the provincial police. By 1972, this had largely been achieved, and Silk was therefore less than delighted at the proposal that all police forces in Ontario dress alike. To resolve the wide diversity in the police regalia worn by the various municipal police forces of the province, the Ontario Police Commission had established an Advisory Committee on Ranks and Insignia. When the committee made its report which had given favour to a brief calling for total uniformity submitted by Judge C.O. Bick, the chairman of the Metropolitan Toronto board of police commissioners, a copy was sent to Silk by the Ontario Police Commission chairman, R.P. Milligan. Silk rejected the proposal out-of-hand, insofar as the provincial police were concerned.

### 13

Eric Hamilton Silk retired from the public service of Ontario on February 28, 1973, after nearly thirty-nine years. His retirement also completed, exactly, ten years as Commissioner of the Ontario Provincial Police. He had assumed command of a force of 2039

uniformed police officers and nearly 400 civilians on March 1, 1963, with a mandate to improve the appallingly low morale of the force and weld it into a highly efficient law enforcement agency. He had succeeded. The provincial force had nearly doubled in size during his tenure and had become "...a model of police efficiency and one which has been studied by law enforcement officials from numerous parts of the United States and European countries."<sup>14</sup>

He had been the prime mover of the massive reorganization of the provincial police along the lines proposed by Northwestern University after a study he himself had helped initiate; he had sought and assembled the topmost experts in various fields to further the improvement of morale and enhance the professionalism of the force. Eric Silk was a strong, resourceful leader, perhaps somewhat prone to press on despite any opposition to his will. There were those who resented his strong reliance on American expertise in training and police administration, and while it might be argued that much of the resentment was but a manifestation of nationalism, his apparent dependence on U.S. methods was nevertheless interpreted by some as a criticism of the capabilities of his own senior force administrators.<sup>15</sup>

Despite his high regard for the expertise of such institutions as Northwestern University and management-oriented organizations like Price Waterhouse, Commissioner Silk did not always abide by their advice or their cautions. Readily accepting the advice to appoint a second deputy commissioner in 1964 to overcome "...the dangers of 'one-over-one' relationships...",<sup>16</sup> the commissioner directed, permitted, or encouraged the inclusion of officers in the organizational structure of the force that perpetuated the "dangerous" concept. By 1970, every assistant commissioner had a second-in-command, a "one-over-one" relationship, and each superintendent in charge of a district had an inspector to serve in a similar manner. This organizational structure, as necessary as it may well have been, was nonetheless criticized by management systems organizations within the provincial public service and was to lead to considerable difficulties for future force leaders.

The consensus of all who served with Commissioner Silk was that he was a highly capable and experienced commissioner who came to the provincial police with a profound knowledge of the inner workings of the public service and the government, which vastly enhanced his capacity for achievement on behalf of the provincial police.

When the OPP became a part of the Ministry of the Solicitor

General in 1972, some of the autonomy of the commissioner which had so benefitted the force was lost. Deputy Solicitor General Warren found it hard to accept the concept of more than one deputy minister in his ministry, and the commissioner's status as such was contrary to his tenets. The fact of the matter was that Commissioner Silk was expected to report to Warren rather than directly to his minister as he had always done, and this the commissioner found unpalatable. Until 1972, the Annual Report of the Commissioner of the Ontario Provincial Police had been presented by the minister in its original form to the Lieutenant Governor of Ontario ever since the first report was made in 1910. Henceforth, the commissioner's submission would become but a part of a consolidated annual report representing the activities of the entire ministry. Somehow, this seemed a disparagement of the services the force rendered to the province.

Commissioner Silk's last official duty on March 1, 1973, was the presentation of the commissioner's symbol of office, the tipstaff, to his successor in a simple but impressive ceremony at general headquarters. An era had come to an end and the most effective leader the force had yet seen was gone. The final tribute was paid in the first Routine Police Orders issued by his successor on March 3, 1973:

... Mr. Silk spent his decade as Commissioner providing law, order and justice to the public of his Province and the members of his Force. Where solutions could not be found in textbooks, Mr. Silk searched for and developed the answers. He pioneered new techniques of organization, specialized police methods, career management, communications and human relations, and led the Force through one of the most extraordinary administrations of its history... Commissioner Silk will be missed. He has, however, left us a rich legacy to build upon.<sup>17</sup>

# 20

## *Airborne*

For the first time, the heir apparent was appointed Commissioner of the Ontario Provincial Police. As deputy commissioner of operations, Harold Hopkins Graham held the senior position under the commissioner when he was told by Premier Davis on February 28, 1973, that he had been chosen to succeed Eric Silk as head of the force of nearly five thousand members. Born in Scarborough, Ontario, on December 13, 1916, Graham had joined the provincial police on January 1, 1941, and was posted to London, then to Sarnia where he served until his promotion in 1949 to inspector of the Criminal Investigation Branch. The youngest inspector of the branch at thirty-three, Graham had already gained considerable experience as a criminal investigator and had been involved with several murder cases, and in his years with the CIB, had earned a widely respected reputation. He became chief inspector of the branch in 1961 and two years later was named assistant commissioner of the newly formed Special Services Division. Promoted to deputy commissioner in 1971, Graham boasted membership in the Harvard Associates in Police Science, in the International, the Canadian, and the Ontario Associations of Chiefs of Police, and had served as the president of the Ontario Public Service Quarter Century Club.

The new commissioner's senior staff was a wise mixture of newly promoted officers and experienced incumbents who were able to provide a continuity of command. Deputy Commissioner Trimble had retired in November of 1972, and the new deputies were to be Albert H. Bird, operations, and Lawrence R. Gartner, services. The Commissioners' Committee which was chaired by Graham was composed of the deputy commissioners and the division commanders: Assistant Commissioners J.L. Erskine, Field; G.E. Smith, Administration; K.W. Grice, Special Services; D.A. Nicol, Traffic; E.W. Miller, Staff Services; and E.J. Baker, Person-





*Commissioner H.H. Graham.*

nel. J.W. Harding was secretary. The chief superintendents were J.L. McDermott, R. McKie, N. McCombe, G.A.A. DuGuid, and C.A. Naismith, while the Staff Inspections Branch was composed of W.J. Bolton, A.T. Eady, R.J. MacGarva, A.M. Rodger, V.C. Welsh, R.H. Devereux, D.E. Wellesley, J.W. Lidstone, and H.T. Garry.

In the commissioner's office, Inspector Bruner had been named as the second OPP aide de camp to Lieutenant Governor W. Ross Macdonald in January, and Corporal G.J. Poulter had been brought in to assist him in serving Commissioner Silk. Both officers were transferred on the change of command to the Safety and Information Branch and to the Registration Branch respectively, and Corporal James K. Tree became the aide to Commissioner Graham. The new commissioner chose to retain as his secretary, Norma Barger, who had served the same post with Silk after the retirement of Helen Argue. Angelo Sabatini, who had served Commissioner Silk when his former chauffeur Arnold Rippon was reassigned, was also retained by Graham.

At the head of the seventeen districts on March 1, 1973, were F.B. Lymburner, A.E. Ayers, G.E. Code, A.E. Kirkby, D.A. Atam, R.F. Andrew, A.K. Collins, L.H. Erskine, G.M. Keast, H.J. Coedy, A. Campbell, J.G. Tappenden, S. Whitehouse, W.G. Milton, J.A. Jolley, R.L. Bender, and H.E. Sparling.



Deputy Commissioners. left, L.R. Gartner; right, A.H. Bird.

Solicitor General Yaremko left little doubt in the minds of force leaders that he intended to involve himself with the supervision and future development of the provincial police. Early in June, his deputy minister and other members of his staff met with Graham and his deputies to discuss the operation of the OPP, and after rather heated discussions, agreement was reached on matters which would have a considerable impact on the force over the ensuing years. It had been agreed that the force needed to provide some improved means for upgrading the managerial skills of senior officers and to design individual career paths for those identified as having the potential for future advancement. A policy planning and research unit within the force was contemplated, and a review of the organizational structure of the OPP "... to remove, where possible, the one-over-one reporting relationships still existing" was intended.<sup>1</sup> Deputy Solicitor General Warren, in his letter to the commissioner on June 18 to confirm the matters agreed upon at the meeting, wrote "Both the Minister and I are deeply committed... to ensuring that the role of the O.P.P. in no way diminishes and that the Force remains the pre-eminent police force in the Province."<sup>2</sup>

With the relationship between the ministry and the force thus clearly established, and the future development of the provincial police agreed upon, Commissioner Graham and his two deputy commissioners, who together comprised the Management Com-



*Assistant Commissioners. left, G.E. Smith; right, E.W. Miller.*



mittee of the OPP, set about devising the means of achieving their goals.

The Organization and Management Development Project was launched under the leadership of Chief Superintendent Naismith whose team consisted of K. Anne Ritchie, OPP staff development officer, Florence Mitchell, Staff Sergeant D.H. Moore, and Provincial Constable W.W. Sulston, with James Grimes and Walter Hendry of the Management Consulting Services Branch of the Ministry of Government Services. The team set up offices at 8 York Street in Toronto, and over the next year, members travelled widely to visit the New York Police Department, the California Highway Patrol, the Quebec Police Force, and in England, the Birmingham Constabulary and the Police Staff College at Bramshill.

The recent reorganization of the provincial government ministries had created the desire for a new public image and in 1973, a "visual identity program" introduced new logotypes to identify the different areas of endeavour. Among the changes decreed was a stylized provincial coat of arms for the exclusive use of ministers of the crown, and departments which had formerly used this insignia were ordered to adopt a logo depicting a trillium design—the provincial floral emblem. The Ontario Provincial Police resisted the change, insisting that the force should be perceived by other law enforcement agencies not as a branch of government, but rather as a police force independent of political direction. The use of the badge insignia was allowed for provincial police stationery, and the crown motif continued to identify force buildings, transportation units, and uniforms.

A number of new units were established within the force headquarters following Graham's appointment as commissioner. The Special Investigations Branch headed by Staff Superintendent Hillmer was created to draw together the former Anti-Gambling and Liquor Laws Enforcement Branches and the Drug Squad. In the Staff Services Division, the newly formed Safety and Information Branch was directed by Chief Inspector Blucher and staffed by Inspector Bruner, Staff Sergeant D.J. Robson, and others, including the editor of the *OPP Review*, D.B. Black. The branch name was changed the following year to the Community Services Branch with the addition of a Complaints Section headed by Corporal G.F. Ockerse.

The Policy Analysis Secretariat was established by Commissioner Graham on November 1, 1973, to provide a policy development capability within the force. Chief Superintendent Higley,



who would report directly to the commissioner, was named director. Higley had spent the previous twenty months seconded to the Ministry of the Solicitor General as policy development coordinator, and when he returned to duty with the force, he was replaced at the ministry by G.R.A. Coffin, a brigadier general recently retired from the Canadian Forces.

## 2

The first phase of the Senior Officer Development Program arranged by Baker's Personnel Division commenced in March, 1973, at the Civil Service Commission Staff Development Centre at Kempenfeldt Bay near Barrie, and most senior ranks of the force were invited to attend this and later sessions. The quality training of administrators had not been overlooked by force management prior to the new program, and since the fall of 1971, when Inspector Bender of Peterborough went to the Canadian Police College at Rockcliffe Park, the force had been sending selected officers to the Executive Development Course there; the intensive six-week training session was to be attended by OPP officers for years to come.

In February 1973, when Traffic Sergeant G.W. Hickingbottom graduated from the Traffic Science Training Program at the New York State Police Academy in Albany, New York, he was but the first of the senior non-commissioned officers of the provincial police to gain the expertise imparted there for traffic law enforcement. At the Ontario Police College in Aylmer where a traffic supervisors' course was held in April, 1974, Traffic Sergeant H.C. Fawcett of Downsview was awarded the "Student of the Year" award by the Ontario Traffic Conference. Two other force members excelled at the police college when Provincial Constable C.F. Johnson of Alliston was declared "Recruit Student of the Year" in April, 1973, and Provincial Constable R.J. Martin of Tillsonburg was selected as a group award winner the following March.

The title of "inspector CIB," which had been in existence since the early days of the provincial police, was changed in 1974 to "detective inspector." A promotional competition for the position was launched on April 6, 1974, to identify the most eligible members of the force and was open to all non-commissioned officers. The competition included a written examination with the marks obtained added to those granted for service seniority, per-

formance ratings, and district superintendents' appraisals. The forty members gaining the highest scores attended an intensive, two week course devised by the Training Branch and underwent psychological and intelligence quotient tests. The candidates were then called before a seven-member oral board for final selection in the fall of the year. Although the results of the competition were never published in Police Orders, Detective Sergeants R.H. Kendrick, J.F. Savage, C.A. Cousens, and E.D. Bell were promoted to detective inspectors in October and assigned to the CIB.

Psychological screening of applicants for appointment to the provincial police was first introduced in 1973 at the suggestion of W.T. Belyea of Hickling Johnston, and active recruiting was once again undertaken to attract desirable candidates. The Training Branch, which provided the first police indoctrination of new appointees, also arranged for the enrolment of thirty-one members of the force in the Ontario Government French Language Training Program in 1973, and the force improved its bilingual capability by effecting a selective transfer program. The Canadian Forces Search and Rescue Team conducted a course in northern survival and search and rescue for twenty-five OPP corporals at Samuel de Champlain Provincial Park near Mattawa early in 1974. This training was considered so valuable that similar future courses were planned, and although the training had been offered each year since 1969, it was not until 1975 that force instructors became involved in the operation.

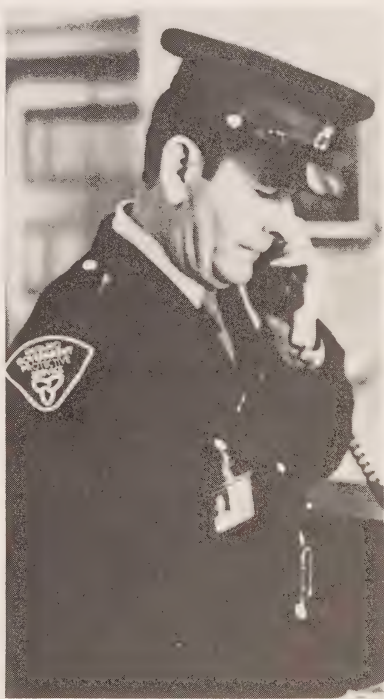
From Commissioner Graham's Task Force on Security and Custodial Services which had begun considerations in 1972, a new government security service came into being in 1973, freeing more than thirty highly trained provincial police officers from routine security tasks. The Ontario Provincial Police had first assumed security duties at the Parliament Buildings and at Osgoode Hall in February, 1916, for a seven-month stint. Since that time, the security of government facilities in the capital had developed in piecemeal fashion until, by 1972, the Parliament Buildings were guarded by a detachment of OPP and members of the Ministry of Government Services Security Corps which shared the care of other facilities with private security guard firms under government contract. The security situation had caused some concern to Commissioner Silk in 1971, and he had proposed to the attorney general a separate force of security guards to take over the duties being performed by the well-paid and highly trained provincial police officers.<sup>3</sup>

The Ontario Government Protective Service (OGPS) was cre-

ated in 1973, and of the more than eight hundred applicants for positions, eighty-one were selected and sworn in as special constables by Commissioner Graham. One member was a woman. Garbed in smart new navy blue uniforms with light blue hatbands and trouser stripes, the members wore blue and white shoulder flashes displaying the stylized trillium insignia and the name of the corps. Trained by the OPP and supervised by the Security Intelligence Branch—renamed the Security Branch in 1973—the new service had no rank structure at the outset. Sergeant D.H. Pursley and six provincial corporals supervised the service from September to the end of the year when Sergeant R.V. Smith took over from Pursley. On May 1, 1974, Henry Graham Williamson was appointed the first director of OGPS, a title later changed to senior supervisor as supervisors were developed within the corps. The new security service placed guards at buildings in the Queen's Park complex, at the Parliament Buildings, Osgoode Hall, and at OPP headquarters. Williamson was eventually replaced as senior super-



*A Provincial Policewoman. Provincial Constable J.L. Poole.*



*Ontario Government Protective Service. Security Officer J. Hassall.*

visor by Kenneth Lowe, a former member of the provincial police who had transferred to the Liquor License Board in 1958. Lowe was succeeded by George Kiernander who was selected from the ranks of OGPS supervisors.

Commissioner Graham advised his deputy minister, Warren, on September 20, 1973, of his intention to enlist women into the provincial police for constabulary duties, and receiving the minister's encouragement, directed the Policy Analysis Secretariat to study the matter. On March 1, 1974, the commissioner publicly announced that fifteen female recruits would be accepted into the Ontario Provincial Police in May, and after training, would be posted to regular detachments in various parts of the province. As the RCMP and the Quebec Police Force hired women for civilian duties only, the OPP became the first provincial police force in Canada to take this step—a revolutionary one for such a widely-deployed force. The first female members graduated from Orientation Class No. 9 at the OPP training establishment on June 21, 1974, with an impressive ceremony at the Moss Park Armouries in Toronto. Clad in uniforms almost identical to those of their male counterparts, the new provincial constables assumed identical duties at the same remuneration levels. Within a year, the first women joined the OPP Auxiliary Police upon the enlistment with the Kitchener unit in May, 1975, of Auxiliary Constables Joan McEachern and Brenda Price.

Other changes were wrought by Graham soon after he assumed command of the force. Not happy with the generally unpopular specialized (S) ranks concept, he decreed that the program be abandoned and ordered that those so designated would, after five years in the rank, be called before an oral assessment board; with the approval of the board, their ranks would be confirmed. When Commissioner Silk had ordered the reassignment of badge numbers to new recruits of the Ontario Provincial Police in 1963, only numbers above 1000 had been re-issued. Although not personally affected because his own number was 647, Graham, like many of his colleagues, had not approved of the break with tradition and after assuming command of the force, set about to revise the system. On July 11, 1973, all serving members of the force having badge numbers higher than 1000 were assigned new numbers according to the seniority of their appointments to the provincial police. When the process had been completed, the most junior uniformed member on staff was Provincial Constable H.E. Dennis, who was assigned number 4741 (he had previously been



recorded as number 3109 which, before him, had been the badge number of Provincial Constable John H. Miller who had resigned in June, 1963). Commissioner Graham had corrected what had been perceived as a wrong by decreeing that no badge number would again be re-issued. His good intentions had, however, deprived a large majority of still-serving members of the force the numbers with which they had been identified since first joining the provincial police, and the change rankled.

A cabinet shuffle early in 1974 saw John Yaremko replaced as solicitor general by George A. Kerr, QC, and the deputy minister's post went to Carl E. Brannan when Warren was transferred to another ministry. Brannan remained only a short time until he was succeeded by A.A. Russell, QC, an old friend and staunch ally of the OPP who came from the Ministry of the Attorney General.

### 3

The Ministry of the Solicitor General had come into being in 1972 with only a small ministry office staff, and it was decided in 1973 that the administrative support services within the OPP should serve the entire ministry. The following year, these services were transferred to the ministry office to form an administration division under the direction of Peter F. Gow. The Personnel Services Branch headed by T.A. Thomson went from the force as did the Program Analysis function led by G.A. Krishna. The Financial Management Branch directed by S. Bartlett and consisting of sections responsible for payroll, accounting, and purchasing, also took many civilian members of the provincial police to the new ministry function, and such long-time members as D. Ritchie, H. Otis, and F. Hishon were among those departing. The personnel services unit which dealt with uniformed members of the force and with specific civilian positions within the OPP remained at GHQ with Thomson retaining overall charge from the ministry. F.D. Langhorn and Basil Kerr retained offices at force headquarters.

The changes necessitated the renaming of the OPP Administration Division the Management Division, and the Personnel Division became the Staff Development Division which consisted of the Training Branch under Staff Superintendent MacPherson, the Career Management Branch headed by Chief Inspector Chaddock, and the new Manpower Administration and Staff Relations Branches under Inspector J. Hawkins and John Harding respec-

tively. Another name change occurred when the OPP College on Sherbourne Street became the OPP Training and Development Centre. The search for new accommodation for the training facility was begun in the fall of 1974 at the instigation of the Management Board of Cabinet, and the Gordon Graydon Public School in Brampton was identified as a possibility. Although the school was available, the Ministry of Government Services declared the premises unsuitable.<sup>4</sup>

The Naismith Organization and Management Development Project report was presented to Commissioner Graham in July, 1974. The project teams had dealt with three main topics: the role of the OPP, management development, and organizational structures, and Graham sought the advice of his deputies with respect to the far-reaching recommendations made in the report. On August 23, a special meeting of the Commissioners' Committee was convened to hear the presentation of the report by Naismith, Grimes, and Ritchie, the team leaders, and the recommendations respecting the future role of the force and the program for the development of management skills were readily approved. By far the most extensive of changes were proposed in the structural organization of the provincial police. Two optional organizational concepts were presented, each purporting to provide for the decentralization and regionalization of services to conform with provincial government policy. Option I suggested a limited restructuring of general headquarters by reducing the number of divisions from six to four, with the deputy commissioner of services being responsible for a Staff and Personnel Division, an Administration Division, a Planning and Research Branch, and a Program Analysis Branch. The deputy commissioner of operations would have under his control the Special Services and Field Services Divisions, and in the field, it was proposed to reduce the existing seventeen districts to eleven.

Option II was a much more radical departure from the existing organization of the force and proposed the structuring of general headquarters into three divisions: a Policy and Planning Division and an Operations Division, each to be commanded by a deputy commissioner, and a Support Services Division to be headed by a general manager of either police or civilian background. Each division head would report directly to the commissioner as would the directors of the Intelligence and Staff Inspections Branches. In the field, it was proposed to group the existing seventeen districts into five geographical units or areas, each to be headed by an assistant

commissioner, and each area would be divided into sub areas to conform with the existing districts. In each area headquarters, the staff would include a chief inspector of special services, a chief inspector of staff services, and an administration manager. The sub area headquarters would be reduced and would consist only of the incumbent superintendents (retitled chief inspectors) and their clerical support staffs.

The Naismith group favoured Option II, and suggested that one area be established in the new form as a trial, and if considered successful, be followed by the gradual implementation of the total plan. An eastern Ontario area was proposed with headquarters at Ottawa, and would include District No. 9 with the sub area headquarters at Belleville, District No. 10 at Perth, and District No. 11 being a sub area with the commander located at Long Sault.

Although the report of the project submitted a carefully thought out approach to a restructuring of the force, all the senior officers convened at the special meeting had not been convinced that the need for such a radical change—or any change at all, for that matter—had been proven. There were supporters as well as opponents, while others hesitated to commit themselves without further cogitation. The commissioner was certainly not prepared to give his immediate decision, but four days later, on August 27, he wrote to the deputy solicitor general, A.A. Russell:

It is my considered opinion that we can and will serve the people of Ontario in a satisfactory manner, operating under our present system. ... It seems to me that in the face of restraints upon finances and manpower, the significant cost of implementation... would be prohibitive at present...<sup>5</sup>

Although obviously not enamoured of the area concept, Graham was nevertheless prepared to give Option II a try in eastern Ontario should the government so decree and be prepared to provide the necessary additional funding.<sup>6</sup>

Solicitor General Kerr replied to the commissioner's letter on September 10, suggesting that an estimate of the cost of the pilot implementation be prepared by the project team and presented to the Management Board of Cabinet for treasury approval. If approved, then the minister wholly endorsed the opportunity to evaluate the area concept in eastern Ontario for a period of one year commencing April 1, 1975.<sup>7</sup>

By October, the benefit/cost analysis and an implementation

schedule had been prepared and approved, suitable headquarters property had been identified in Ottawa, and the commander of the area had been chosen. At the semi-annual commissioned officers' conference that fall, Commissioner Graham announced the program, which was to begin in six months time on April 1 as planned. The announcement had no sooner been made, however, when the government decided to shelve the entire provincial police headquarters decentralization project indefinitely. Although no explanation was given for this uncharacteristic last-minute change, it was rumoured that the decision had resulted from opposition generated by members of the legislature for those areas in which the existing district headquarters were located.

There seems little doubt that the economic restraints mentioned by the commissioner played no small part in the affair; before the end of the month, Graham expressed his concern to Russell over the orders issued by the Management Board for a reduction in OPP manpower, pointing out that this would mean no replacements for the eighty-two uniformed officers whose positions would fall vacant by attrition between November 1, 1974, and the end of March following. The commissioner proposed replacing, by civilian members, the more than sixty police officers performing communications duties.<sup>8</sup> The restraint policies of the provincial government were to be continued throughout Graham's commissionership as the throes of recession were felt in all areas of the public and private sectors alike.

#### 4

For many years, the Indian reserves of Ontario were policed by the Royal Canadian Mounted Police who maintained detachments in or near many native communities. By the early seventies, the federal force had gradually withdrawn its detachments to such a degree that the policing provided to the native people had fallen to the provincial police by default. The situation on some reserves, particularly in the remote areas of northwestern Ontario, had become such that a much-improved policing program was not only desirable but essential. It had become the custom for a senior officer from Kenora, accompanied by two provincial constables, to visit the remote settlements of the vast Kenora District three times a year. Each patrol by air lasted a week and took the officers more than two thousand miles, but this was the limit of reserve policing



of these settlements except in emergency situations which involved expensive aircraft chartering.

An OPP study group was set up late in 1973 under the chairmanship of Chief Superintendent DuGuid "...to develop and implement a plan for increasing the effectiveness of policing Indian communities in Northwestern Ontario."<sup>9</sup> Early in 1974, the group presented proposals which were quickly accepted by the commissioner and approved by the Management Board of Cabinet. A coordinator of Indian reserve policing was appointed and given the needed funds, and the force set out to provide services in a manner radically different from any ever before attempted. Officers were carefully chosen from volunteers and given specialized training at the Lakehead University in Thunder Bay where they studied, among other subjects, the psychology and philosophy of the Indian culture. New detachments were established on or adjoining a number of reserves, and officers were assigned to regular detachments for the specific duty of policing the reserve communities. To reach the more remote settlements further north, a de Havilland Turbo-Beaver aircraft was acquired from the Ministry of Natural Resources (the first OPP-owned aircraft), and a special detachment



*Turbo-Beaver aircraft of the North West Patrol Unit.*

called the North West Patrol Unit (NWPUnit) was created and located at Sioux Lookout where base facilities were available for the plane. The patrol was to fly north to the Hudson Bay settlements, carrying out regular and routine visits to such remote native communities as Fort Hope, Big Trout Lake, Fort Severn, and Winisk. The detachment was headed by Sergeant D.B. Godby and Corporal L.R. Moore, the pilots, and the first force members assigned to this exciting new policing venture were Provincial Constables G.W. Bourne, D.A. Hewitt, C.M. Lang, and E.A. Sherwin. It was to be another year before suitable wings had been designed for wear on the pilots' tunics, and Godby and Moore were the first to be presented with the new insignia on July 17, 1975, by Commissioner Graham.

The need for special police responses to the needs of the native people was not confined to the provincial force. The occupation of Anicinabe Park in Kenora in 1974 was perhaps indicative of a growing militancy among some Indian people, and under the banner of the Ojibway Warrior Society, large groups of natives from the many reserves in the area laid claim to the ownership of the town park and defied authorities to evict them. The town police restricted their response to the maintenance of the peace, but were forced to seek OPP help as hostility increased. In all, 105 provincial officers served in Kenora during the occupation which lasted from July 19 to September 14, and shared with the Kenora force the policing of the entire community. To keep the commissioner and the solicitor general informed during the affair, Assistant Commissioner Miller was on the scene. When the duty was completed and the warrior society abandoned occupancy of the park, Solicitor General Kerr commended the provincials for their "conduct and decorum."<sup>10</sup>

Shortly after the acquisition of the first Ontario Provincial Police aircraft for the North West Patrol, it was decided to equip the force with helicopters. The idea had first been suggested in 1972 by Brigadier General G.R.A. Coffin, then commander of Air Transport Command at the Canadian Forces Base at Trenton, but had been rejected by Commissioner Silk who wrote to his deputy commissioner: "... I have avoided asking for aircraft, including helicopters, because of the cost involved which would impair our chances of getting more men which we so badly need."<sup>11</sup> Early in 1974, at the suggestion of the Office of the Premier, a study was ordered by Commissioner Graham, and R.E. Harris of the Planning and Research Branch undertook the task. While the need for

additional men had not diminished in any way since 1972, the government considered the expense justified and approved the purchase of two Bell Jet Ranger II helicopters. Deputy Commissioner Gartner and Assistant Commissioner Loree went to Fort Worth, Texas, to take delivery of the machines and returned with them to Toronto to the Great Lakes Helicopters facility on the harbour-front where they were to be based and maintained. Great Lakes would also provide the pilots until force members were qualified to assume the duties. Described as five-place, light turbine machines, the helicopters were destined for general police duty which included patrol surveillance, search and rescue, and emergency and disaster responses. They were also slated for transportation of personnel.

Great Lakes Helicopters pilots were Jim McLellan, Jim Woods, Ed Porco, Ron Boyd, Hugh McBurnie, and Angus MacDougall. Members of the force holding commercial pilots' licenses were selected to fly as co-pilots and were drawn from different detachments to Toronto where they would be based. They were Corporal R.J. Abra from London, and Provincial Constables H.D. Sedge-



OPP helicopter. Commissioner Graham accepting delivery from Bell Helicopters. (Bell Helicopters)



wick of North Bay, F.G. Hedges of Markdale, G.F. Dowd of Downsview, and N.M. Kerr who was stationed in Lancaster. Dowd left the program late in 1975 and was replaced by L.H. Gunson, a provincial constable from Waterdown.

Within a week of the new machines' arrival in Toronto, one of the helicopters was sent to the far north to rescue a family of seven Indians stranded on the banks of the Sutton River near Hudson Bay when their snow vehicle ran out of fuel. The elderly parents and two small children were lifted and flown to Winisk, and fuel was brought back to the remaining three. Another example of the use to which the new additions to the provincial police fleet were put involved a raft which capsized in the turbulent Niagara River, throwing all twenty-nine aboard into the dangerous waters. Although three of the unfortunates drowned, the helicopter was successful in helping rescue the others despite the obviously hazardous circumstances. The demand for helicopter services and the delight of some government ministers in this new form of transportation soon made it necessary to establish some firm policy respecting the use of the helicopters as well as a table of priorities. For many years, the helicopters acquired by Commissioner Graham would serve the province well.

## 5

When Her Majesty Queen Elizabeth II paid a state visit to Canada in June, 1973, the Ontario Provincial Police had the responsibility for security and transportation arrangements while the royal party was in Ontario. The security for the seven day visit was arranged and directed by Inspector J.E. Closs with the aid of Inspector C.J. Potier and later, Staff Superintendent McBride. Staff Superintendent Garry and Inspector W.J. Grant were responsible for transportation, and OPP drivers were provided for the royal motorcade. At the conclusion of the visit, Commissioner Graham, Garry, Closs, Grant, Potier and Sergeants W.F. MacGregor and R.S. Rose were presented to Her Majesty aboard the royal train standing in Scarborough.

A month later, during July, 1973, Canada Week was celebrated in Holback, Denmark, and a four-man police contingent was invited to attend. Provincial Constables J.P. Pedersen of Niagara Falls, and J.T. Gade of Mount Forest, both of whom were born in Denmark and were fluent in the language, represented the OPP.



They travelled to Europe with two Metropolitan Toronto Police constables, M. Clark and C. Vincent.

In 1974, when fifteen-year-old Christian Lapensee heard glass breaking and looked to see a man running from a building in Plantaganet to a waiting car, he realized that something was amiss. The police were called and the young man set out with a friend to follow the car. He was later able to help Provincial Constable W.R. Savage locate and arrest a man wanted for the theft of tools from a service station. For his part in the affair, Lapensee was the first to be awarded the Commissioner's Citation. Commissioner Graham authorized the new award to recognize the many citizens and organizations which actively contributed to the work of the Ontario Provincial Police in the suppression of crime. Recipients were presented with a certificate and a specially designed, lucite-encased bronze medal.

The OPP in Chatham appealed for volunteers to help search for a one-year-old child lost in a 250-acre field of tall corn on July 30, 1974. The local radio station, CFCO, broadcast the appeal, and more than 250 searchers responded, were organized into three parties, and two hours later, the child was found asleep and safe. CFCO became one of the first organizations to be awarded the Commissioner's Citation, and during 1975, the list of recipients was impressive. Gordon L. Rimmer, Mrs. Doris Hanna, Daniel Senecal, Paul and David Hauraney, Lucien Lafreniere, Max Boerner, Earl Hansson, Alvin Kleinpeter, George Fox, Allan Anderson, and radio station CKNX in Wingham were all cited.

The pipes and drums band which had started so humbly in Nipigon in 1968 had slowly grown and developed and had participated in many auspicious events. In 1972, the band had joined with the Massed Pipes and Drums Band of Thunder Bay to march in the New Year's Day Rosebowl Parade in Pasadena, California, and in 1973, had performed at Ontario Place. In January, 1974, the commissioner approved the formation of the Ontario Provincial Police pipe band and appointed Chief Inspector Fullerton as band officer. The founders, Corporal Stevens and Provincial Constable de Silguy, were named pipe major and drum major respectively, and with a nucleus of seventeen chosen from the forty members of the force seeking inclusion, the revitalized band began training at the Canadian Forces Base at Borden on October 17 under the direction of Stevens. The first parade of the new unit was held in Cannington in June, 1975, and the new uniforms were displayed: doublets of black and gold for the pipers, and scarlet and gold for the drum-

mers, and all wore kilts of the Ontario tartan, the only band to do so. The tartan had been inspired by the colours derived from the provincial coat of arms: yellow, green, red, black, and brown.

Perhaps the greatest compliment to be paid those who so faithfully served with the OPP Auxiliary Police came from Commissioner Graham in the *OPP Review* in 1973:

In an age when it is fashionable for citizens to ignore, hamper and criticize policemen in particular and law enforcement in general, 544 volunteers in Districts 1 to 12 are actively and publicly demonstrating their support of police and the preservation of law and order by serving as members of the Ontario Provincial Police Auxiliary.

These men receive no pay and frequently little thanks for their efforts. Unarmed, they often expose themselves to the same risks and hazards as the regular force members with whom they are serving. Their only reward often is simply the knowledge of having played a small role in protecting their community and making it a better, safer place in which to live.<sup>12</sup>

The following year, the commissioner announced that members of the auxiliary force would become eligible for the Ontario Provincial Police Long Service and Good Conduct Medal, awarded for twenty years of service. The auxiliaries who had been employed since the first formation of the Civil Defence Auxiliary Police in 1954 would be considered for entitlement. Chief Inspector Fullerton canvassed the auxiliary units for eligible members, acknowledging that "my records may not be too accurate going back this far..."<sup>13</sup>

The matter of recognizing the service of auxiliaries had been considered as early as 1971 when James Breithaupt, a member of the legislature who took great interest in the Kitchener Auxiliary unit in his riding, suggested the medal award. Commissioner Silk had explained to the minister, Allan Lawrence, that "... the Auxiliary was established in 1953 (*sic*), so that there would not be any members entitled to it for another two years."<sup>14</sup>

Auxiliary Inspector J.S. Wigle was the first of the auxiliaries to be awarded the medal in 1974, although, for some reason, his years of service had not been reconciled with his application to join the auxiliary force which credited him with service only from October, 1959. Before the year 1974 had ended, eight members of the Burlington unit had received their medals from Assistant Com-

missioner Erskine in a ceremony held at district headquarters there on December 7.

Although the OPP Auxiliary had enjoyed the services of chaplains for some years, the regular force had never had such an appointment. To try and rectify the situation, Commissioner Graham sought the advice of the Reverend Maurice S. Flint, the Coordinator of Chaplaincy Services with the Ontario Public Service, who proposed a part-time appointment as most appropriate. Graham sought the support of the solicitor general in October, 1974, before asking the Ontario Provincial Inter-Faith Committee on Chaplaincy to advertise for applicants.<sup>15</sup> The matter remained in abeyance for some time and was finally abandoned because of financial restraint. The difficulty inherent in having a chaplain to serve the spiritual needs of a widely deployed force was later to preclude further efforts to seek an appointee.

Commissioner Graham was advised by Premier Davis in December, 1974, that the Cabinet had approved "the raising of the Commissioner of the Ontario Provincial Police to the Rank and Status of a Deputy Minister."<sup>16</sup> The first career policeman ever to reach the highest attainable rank in the public service of Ontario, Graham thus became a member of the prestigious Council of Deputy Ministers.

## 6

At the end of 1973, the provincial police had a total of 1,734 mobile units which travelled nearly seventy million miles annually; of these, 1,378 were equipped with radios. The force communications systems covered virtually every area of the province, and there were 101 fixed radio stations and 97 teletype terminals in provincial police offices. The Ontario Police Forces Teletype Network, with its operational centre in OPP headquarters, was discontinued in 1974, as almost all police agencies in the province had joined the CPIC network. While the provincial police were served by many CPIC terminals, a force teletype system was retained for internal administrative use.

By 1973, each district identification unit had personnel trained to investigate reports of bombs and other explosive devices and in bomb disposal. When the RCMP proposed the establishment of a Canadian Bomb Data Centre, the provincial police were only too happy to participate in a program that would provide the bomb

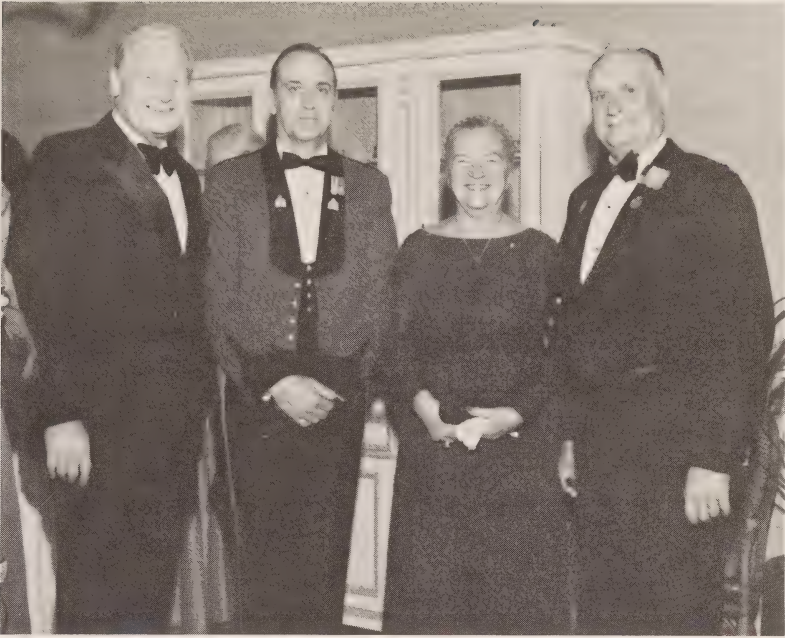
disposal squads with up-to-date information. During that year alone, OPP personnel responded to 211 cases requiring the neutralizing of explosives.

When a devastating forest fire once again ravaged hundreds of thousands of acres in Ontario's northwest during the hot, dry summer of 1974, entire communities had to be evacuated. To the response of the Ministry of Natural Resources, which directed the firefighting operations, was added that of the Ontario Provincial Police to protect abandoned areas from the ravages of looters. At the height of the operation, 134 provincials were airlifted by Canadian Forces aircraft into the Dryden-Vermilion Bay fire area.

Even while so many were involved in such operations, demanding extra-long hours of duty, plans were in the offing to launch a trial of a four-day, forty-hour work week in other parts of the province. The provincial police may have been one of the last organizations in Ontario to abandon the long, six-day week, but would lead the way in considering the feasibility of the ten-hour day. The test began in February, 1974, at five detachments: Ottawa, Belle River, Port Credit, Owen Sound, and Noelville, and was closely monitored by the Planning and Research Branch which had devised the plan. The detachments had been carefully chosen for their diversity of size and policing responsibilities. After a full year of trial, the commissioner and his senior staff considered the analysis of the program, and although many of the participating officers in the field had delighted in the different work schedules, concern for other aspects led to the decision not to implement the "4-10 plan."

At the commissioned officers' conference held in May, 1974, at the King Edward Hotel in Toronto, a Commissioned Officers Association was formed with Inspector James A. Wood as the first president. Other officers elected were Inspector I.K. Hutcheon, vice president, Inspector J.S. Eastwood, secretary, and Chief Inspector W.G. Murray as treasurer. Staff Superintendent Welsh was named director of ceremonies and continued in the role first established in 1972 to arrange force social functions such as the spring ball and the annual mess dinner. When Commissioner Graham took office, he decreed that mess kits would no longer be provided to commissioned officers at public expense, but were to be purchased by the officers themselves on gaining their commissions. Thus, on retirement, commissioned officers were permitted to keep their uniforms and were encouraged to wear them to the force social functions to which they were invited. Neither the spring





*The OPP Officers Mess Dinner. Head table guests, left to right: Chief Harold Adamson, Metropolitan Toronto Police; Assistant Commissioner Murray Sexsmith, RCMP; Lieutenant Governor Pauline McGibbon; Commissioner Graham.*

dinner and ball nor the mess dinners were provided at public expense—such was not the nature of things in the Ontario Public Service; the events were paid for by the Commissioned Officers' Association, and retired officers who attended were assessed financially. For a time, the mess uniform waistcoat was replaced by a light blue cummerbund, but eventually the earlier dress was reinstated. At the mess dinner held in 1974 at the Officers' Mess at the Canadian Forces Base at Downsview, the head table was graced by the newly appointed Lieutenant Governor of Ontario, the Honourable Pauline McGibbon, the first woman to be appointed to the viceregal post in Ontario.

7

In times when radical sociological dissenters were increasingly resorting to violence such as kidnapping, hijacking, and terrorism,

it was incumbent upon law enforcement agencies charged with the maintenance of public order to find the means of combatting the onslaught. When a hostage-taking incident occurred near Thamesford in January, 1975, it became apparent that the type of crime that had beset urban authorities in many other lands was a threat in Ontario. Inspector F.C. Dicker of the Policy Analysis Secretariat undertook a study of tactical responses to violent confrontations, and the commissioner then ordered the formation of a specially-trained tactical unit. Staff Superintendent J.C. McKendry was given the task of putting Dicker's proposals into practice and immediately launched the search for the best men for the initial five-man unit. From nearly one thousand volunteers, twenty-seven men were chosen from districts No. 9 and No. 10 and submitted to a testing procedure to meet psychological as well as physical qualifications. All candidates were evaluated at the Fitness Institute in Toronto, and ten were selected for a week of training at the Canadian Forces Base at Barriefield near Kingston. The first team of five was chosen: Corporal A.J. Kea of Picton, and Provincial Constables G.G. Coleman of Perth, E.A. Armstrong of Belleville, H.W. Picket of Napanee, and P.D. Grinton of Perth. They went to the FBI training establishment in Quantico, Virginia, for a week of training in August; then, in November, an intensive and gruelling six-week session was conducted by Canadian Forces specialists at Petawawa.

The name for the special police emergency response group was chosen with care; the OPP team had been structured and trained along the lines of American police SWAT (Special Weapons and Tactics) units, but seeking a less aggressive-sounding title and desirous of reflecting the special team's perceived duties, it was called the Tactics and Rescue Unit (TRU). By February, 1976, five teams had been selected, trained, and assigned to strategic provincial locations at London, Downsview, Kingston, North Bay, and Thunder Bay, where the officers would perform routine police duties subject to regular ongoing training and to immediate mustering for emergencies.

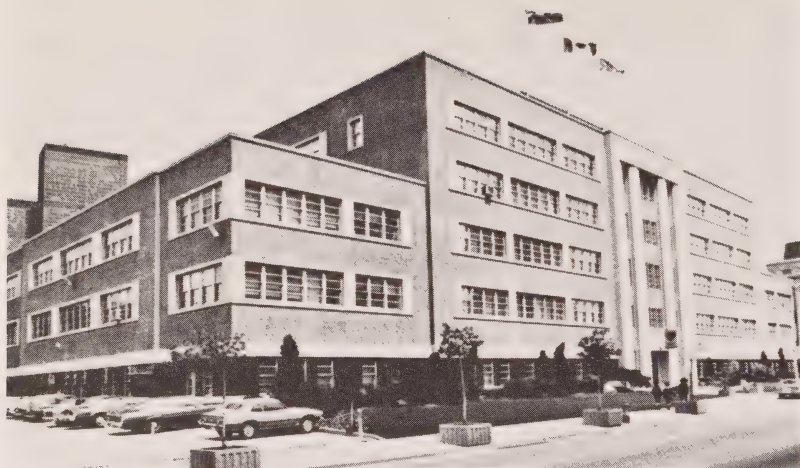
Even before the creation of this successful program, another equally successful one had been abandoned. The cadet program of the provincial police had come into being in 1963, and over the ensuing eleven years, a total of 369 young men had been appointed to the force under the program. It is an indication of the success of the system that 334 cadets remained in service to the age of twenty-one years and were then appointed probationary provincial con-

stables and assigned badge numbers. The last cadet appointment was made on September 23, 1974: D.W. Rudolph, who was appointed a probationary constable on February 11, 1975, as the cadet program was cancelled. Assigned badge number 5090, Rudolph was only nineteen years of age when his constable appointment was made. The last cadet to be made a provincial constable was R.J. Lockhart, who was given probationary status and badge number 5260 on August 8, 1975.

The year 1975 saw yet other changes: the Emergency Measures Branch was abolished in anticipation of legislation repealing the Emergency Measures Act (Ontario); a joint forces operation with the Metropolitan Toronto Police was organized to combat the proliferation of pornographic material throughout Ontario; the Data Processing Section of the force was transferred from the Central Records and Communications Branch to Planning and Research in exchange for the Records Management Section. In July, the long-awaited George Drew Building at 25 Grosvenor Street in Toronto was completed and the ministry offices, the Ontario Police Commission, and the Centre of Forensic Sciences were gathered under one roof. At 26 Grenville Street, a new Coroners Building was occupied at the same time by Dr. H.B. Cotnam, the chief coroner, and by Dr. J. Hillsdon Smith, the provincial forensic pathologist, and their respective staffs.

In September, the move of the OPP to a new general headquarters finally took place. Ever since Commissioner Silk had advised his deputy, Graham, in September, 1972, of the likely availability of the building then occupied by the Workmen's Compensation Board at 90 Harbour Street, the relocation had been happily anticipated.<sup>17</sup> Two years had been necessary to completely renovate the structure, but the result was worth the wait. Leaving the Transport and the Quartermaster Stores Branches at 125 Lakeshore and the Training Branch on Sherbourne Street, the bulk of the general headquarters took possession of 105,000 square feet of useable office accommodation; the old building had had 40,000 square feet. The new quarters boasted a 200-seat cafeteria, equipped to serve hot meals during business hours, and a separate dining room where commissioned officers could enjoy table service. The fourth floor of the building was devoted to offices for the senior staff and was luxuriously appointed in comparison to the former accommodations. The fourth floor also had an officers' lounge, and a liquor license was sought for both the lounge and the executive dining room. Although a fully stocked bar was set up in the lounge, no





90 Harbour Street.

license was granted for the dining room, which was seldom patronized anyway, and fell into complete disuse after a short time.

The entire relocation, which was smoothly accomplished over a week-end with little disruption of work routines, was directed by Staff Superintendent Cresswell and Sergeant George Miller of the Properties Branch. With the paraphernalia moved from the Lakeshore building were items which had constituted a modest force museum, and a new, larger display area was set aside in the new building where the collection continued to grow. It was not long, however, before the need for additional office space resulted in the crating of the museum exhibits and their consignment to storage to await new quarters. They were to remain in storage for a number of years.

For the first time since the program was discontinued in 1971 after a disastrous accident, the Golden Helmets motorcycle precision team was again mustered in 1975 under ridemaster Corporal A. Smouter of Downsview. Assisted by Corporal John Arnold of Whitby, Smouter led the eighteen-man team in appearances at agricultural fairs in Ontario that fall, and requests for their performances promised a heavy schedule.

Assistance to other police forces was given whenever requested, and when internal administration problems beset the force in Vanier City in 1975, the CIB of the provincial force was assigned to



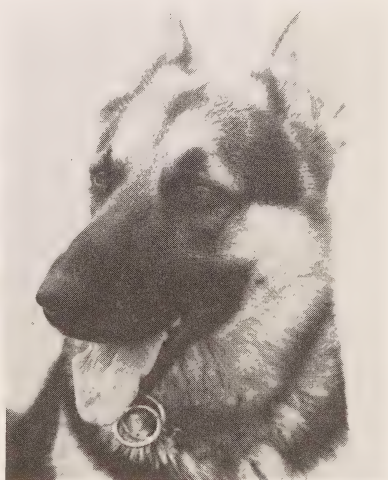
investigate. When the chief of police was arrested, Elmer D. Bell, the chairman of the Ontario Police Commission, turned to the OPP for help. Staff Superintendent Jolley was appointed the acting chief of police and Staff Sergeant Henry Kostuck of Hawkesbury was named as his deputy. With his experience as a district superintendent to guide him, Jolley began a slow, deliberate reorganization and reconstruction of the municipal force, helping it to become once again a respected and effective law enforcement agency.

## 8

It was, perhaps, the most exciting event to occur in the North Bay area for a long time when a prisoner in the jail there made a break for freedom by striking a guard, seizing a rifle, and commandeering a car on August 2, 1975. Donald Kelly had been incarcerated awaiting trial on a charge of murder, and the North Bay and Ontario Provincial Police forces were quick to respond. Not since the flight of Leo Rogers in 1923, had such a manhunt been mounted in this gateway to the north, but the fugitive eluded his pursuers for some time. To aid the searchers, Provincial Constable Carson and his canine partner, "Cloud II," were summoned on the eleventh day of the manhunt to join other canine teams, but



*A Tactics and Rescue Unit.*



*"Cloud II." Killed on duty, August 31, 1975.*

were destined to follow many false scents. Finally, on August 31, "Cloud II" picked up a trail some twenty-five miles east of Sudbury and on the following day, located and cornered the desperate Kelly in a cabin in a bush clearing. In the gun battle that ensued, the canine member of the Ontario Provincial Police was slain, and the fugitive Kelly was wounded, but managed to elude his pursuers by fleeing into the bush. He was captured that afternoon.

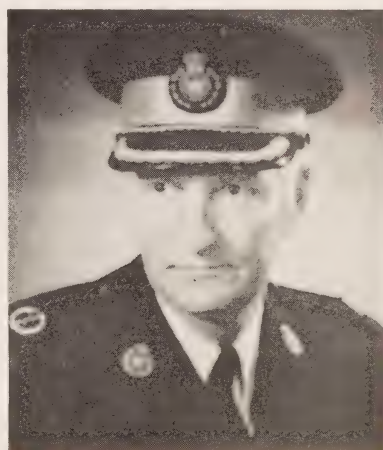
"Cloud II" had been a hero and to the 123 fugitives the dog had succeeded in capturing during his career, a true nemesis. Inducted into the Animal Hall of Fame in 1974, the German shepherd became widely known when he accompanied his handler, Carson, during an appearance on the nationally televised show "Front Page Challenge" in November, 1974.

## 9

The management development program proposed by the Naismith study group in 1974 was launched early the following year. The Staff Development Division provided a list of potential candidates for consideration by the Management Committee, and those chosen were invited to participate in the twenty-two-course program to be held at the YMCA Conference and Training Centre at Geneva Park on Lake Couchiching. The candidates were those having "... potential capabilities and experience to fill vacancies that are likely to arise as the result of early retirement on the part of senior members of the Force."<sup>18</sup>

The project team headed by Staff Superintendent Atam devised a personalized curriculum for each participant based on individual needs for improving management skills, and the training commenced in September, 1975, at the beautiful lakeside park. Candidates attended three- to five-day courses each month or so for the ensuing fifteen months, living at the training centre where Inspector H.L. Adams served as project officer. On the completion of each course, candidates were required to submit, within two months, pertinent essays for evaluation by Dr. John Sawatzky, a consulting psychologist, and John Vanderheyden, a management consultant, both of whom were course lecturers. At the end of November, 1976, the participants gathered together at Geneva Park for the presentation of certificates by Commissioner Graham, formally concluding the Senior Officers' Management Development Program.

The early retirement of some senior officers of the provincial police had been anticipated since an amendment was made to the Public Service Superannuation Act in 1971 which permitted the retirement of a member whose years of contributions to the pension fund (i.e., years of service), when added to his age, totalled at least ninety years. Whereas a public servant had been unable to retire before his sixty-fifth birthday before the change in the legislation, an officer who joined the OPP at the age of twenty-one years, for example, would now be eligible for superannuation at the age of fifty-six. The Act had been further amended in 1974 to con-



*Assistant Commissioners. left to right, top: N.K. McCombe; E.S. Loree; left to right, bottom: R.H. Devereux; C.A. Naismith.*

sider as pensionable service with the Province of Ontario, periods of time spent on active military service during the Second World War or the Korean War, or service with other public sector organizations. Those who wished to participate in this plan were required to make contributions to the Public Service Superannuation Fund for the period of time they sought to include in their Ontario public service. The early retirement of the many senior members of the OPP who had given a number of years to the war service of their country was expected, and the need to identify and train their successors had been recognized.

The strength of the Ontario Provincial Police exceeded five thousand for the first time in 1975, and in October, John P. MacBeth, QC, succeeded George Kerr as Ontario's solicitor general. Deputy Commissioner Bird had retired at the end of March, and Erskine had been promoted to deputy commissioner of services as Gartner assumed the senior operations post. By the end of the year, the divisions of the force were commanded by Assistant Commissioners McCombe in Field, Devereux in Traffic, Loree in Staff Services, Smith in Management, Naismith in Staff Development, and Grice in Special Services.



# 21

## *Roll of Honour*

When Corporal D.R. Irwin and his wife went on annual leave in February, 1976, they headed south to Pompano Beach, Florida, to stay with their friends, Mr. and Mrs. Phillip Black. Black was a Florida Highway Patrol trooper assigned to Troop 'E' at Fort Lauderdale and when he went on duty at 6 A.M. on Friday, February 20, Donald Irwin accompanied him. An hour later, Black pulled into a rest area on Interstate Highway 95, about twelve miles from his post, to check a parked car. He found two men asleep in the front seat and a woman with two children in the back. While he was questioning the awakened driver, Black noticed a pistol protruding from under the driver's seat and returned to his cruiser to radio for emergency assistance; then accompanied by Irwin, Black ordered the men out of the car to submit to a search. While the trooper was handcuffing the driver, there was a fusillade of shots from the car, and both officers fell to the ground mortally wounded. The culprits then piled into the police cruiser and took off at high speed north on the Interstate route. At the next rest area, they seized a hostage and his Cadillac.

Even as the killers fled, another trooper, responding to Black's call for help, discovered the two victims; road blocks were set up, and the Cadillac was quickly located. Pursuing police officers fired their guns at the vehicle which went out of control and careened into other cars before coming to a stop. The driver, Walter Norman Rhodes, later testified against his colleagues at the ensuing trial and was convicted of two counts of second degree murder. Jessie Joseph Tafero and Sonia Lee Linder were convicted of two counts of murder and one of kidnapping and were sentenced to death.

The toll of lives of members of the Ontario Provincial Police continued to mount when three officers were killed in motor vehicle crashes in 1975. Provincial Constable G.A. Thompson of



Honour Roll of the Ontario Provincial Police. E.J. Wild, President of the OPPA, left, and Commissioner Graham.

Kemptville died on March 31, and little more than a month later, on May 2, Provincial Constables G.V. MacDonald and M.R.J. Chatterson, both of Forest, were killed when their cruiser collided head-on with a transport truck. In 1976, in addition to Corporal Irwin, Corporal R.E. Lee of Dowling died from injuries he sustained when he was hit by a car at an accident scene on August 28. Provincial Constable P.E. Patterson, son of Detective Sergeant W.R. Patterson of the Intelligence Branch and a fourth generation police officer, was killed in a motor vehicle accident on October 28, 1978.

In February, 1975, Inspector Dicker and Detective Inspector Pelz of the Policy Analysis Secretariat proposed that "a memorial display or plaque be created in tribute to those members who have lost their lives in the line of duty."<sup>1</sup> Unable to pry the necessary funds from the Ministry of Government Services for such a memorial, the force appealed to the OPPA for help.

On December 4, 1978, Commissioner Graham unveiled and dedicated the OPP Honour Roll plaque bearing the names of forty-six members of the Ontario Provincial Police who had lost their lives while performing their constabulary duties. The impressive bronze plaque, which had been designed by Staff Superintendent G.H. Cooper and donated by the OPPA at a cost of about \$2,600, was unveiled in the foyer of the general headquarters building with appropriate ceremony. A dedication by the OPP Auxiliary chaplain, the Reverend Charles Massey, and an honour guard of six provincial constables gave the occasion due solemnity, while Pipe Major Stevens accompanied the unveiling with a bagpipe rendition of "Amazing Grace."

The honouring of the dead emphasized the recognition of those who, but for the grace of God, would have had their names enshrined on the Honour Roll plaque. Since the first award of the Commissioner's Certificate of Valour to Provincial Constable Fry in 1965, only seven other members of the provincial police had been awarded this certificate by the end of 1972. The highest decoration the force could bestow in recognition of the brave deeds of its members, the certificate had not been awarded again until 1976; in that year, no less than ten provincials won the coveted award, and during the two years following, another five were similarly decorated.

May, 1976, was a memorable month for four members of the OPP who had been called upon to put their lives on the line. During Police Week in May, Commissioner Graham presented the

Commissioner's Certificate of Valour to Provincial Constable T.A. Demerse of Downsview who, with Metropolitan Toronto Police Constable J.W. Solski, had rescued the driver of a burning car seconds before the fuel tank exploded. Solski was awarded the Commissioner's Citation. The very next day, May 11, Corporal D.E. Rutledge of Belleville was decorated for valour for his rescue of two females—one the wife of a fellow-officer—from another car which was also about to blow up. A presentation ceremony was held in Sault Ste. Marie on May 12 to honour two members of the force who had survived confrontations with armed men. Provincial Constable T.M. Winegarten of Sault Ste. Marie had checked a car which had been driven into the driveway of the police office shortly after midnight, but when he approached the vehicle, the driver aimed a loaded revolver at him. The constable was able to restrain the gunman until help arrived in the form of Corporal R.E. Beauchamp and Provincial Constable P.D. Slater.

A knock on the back door of the provincial court in Blind River one morning was answered by Provincial Constable W.D. Blahey. He opened the door to be confronted by a man pointing a shotgun at his face. Seizing the gun barrel, the constable struggled with the man, and although the gun was fired, no one was injured. With the aid of a local citizen, Leonard J. Lavallee, Blahey was able to subdue, disarm, and handcuff the would-be assassin. When Premier Davis introduced the Ontario Medal for Police Bravery, Dan Blahey was the first member of the Ontario Provincial Police to be decorated with the new award, and the presentation was made by Lieutenant Governor Pauline McGibbon on December 15, 1977. The new medal was actually a magnificent blue and gold cross surmounted by a crown and mounted on a background of gold maple leaves.

On November 10, 1975, Provincial Constable R.B. Higgins of Chatham, with a civilian, Winsor Broadbent, went to the rescue of two hunters whose boat had capsized in the cold waters of Mitchell's Bay on Lake St. Clair. For this daring and dangerous exploit, Higgins was awarded the Certificate of Valour in 1976.

Shortly before midnight on June 15 of that year, Provincial Constable M.M.D. Brock of Sebringville was operating a radar unit near Fullerton when a wanted car passed her at high speed. She chased the car for thirteen miles at speeds in excess of one hundred miles an hour, when suddenly, the driver of the fleeing vehicle lost control and the car went into a ditch, struck a fence, then a tree, then pitched end-over-end before landing on its wheels and burst-



ing into flames. Brock, unable to open the door, climbed onto the roof of the car and pulled the unconscious driver out through the sunroof, saving his life. The constable was awarded the Commissioner's Certificate of Valour. On December 2, 1977, Diane Brock was presented with the Medal of Bravery by the Governor General of Canada at Government House in Ottawa and became the first member of the provincial police to be entitled to use the letters "M.B." after her name.

When Commissioner Graham presented his highest award at Barrie on November 16, 1976, it marked the first occasion of the presentation of the award to other than a regular member of the OPP. Special Constable Terry Assance of the Christian Island Indian Reserve had responded to a call to subdue a man who had apparently gone berserk with a chain saw. Being unarmed, Assance duelled for half an hour, matching his Sam Browne belt against the deadly saw, and was cut twice before the man surrendered.

Before the year had ended, Provincial Constable R.B. Cheverda of Kitchener had also been honoured. With Robert Carter and Richard Thomas, Cheverda had set out in a boat from Sauble Beach to go to the aid of a boat in difficulty. For his part in the rescue of four young people Cheverda was awarded the Commissioner's Certificate of Valour.

## 2

Donald Wayne Cline and four of his colleagues held up the supermarket in Thamesford on January 21, 1975, and escaped in a stolen car with more than \$700. The store cashier was able to make note of the car license number and call the provincial police. The car was found abandoned in North Dorchester Township a short time later, and Provincial Constable P.J. Valliere of London, with Detective Fred Schell of the London force, began combing the area for witnesses. When they entered the nearby home of George Field, the two officers were confronted by Cline, who was armed with a sawed-off shotgun and who took their revolvers from them. Cline ordered Valliere to go upstairs, and as the officer did so, Cline fired two shots at him which missed. While Cline examined the revolver to find why he had missed his target, the two policemen were able to get away and summon reinforcements.

Cline permitted Mrs. Field to leave the house, but held the four

Field children hostage, demanding a large sum of money and transportation for his escape. During the rest of the day, negotiations were conducted by telephone and Cline's girlfriend, Gail Linda Guest, was allowed into the house to try and gain the release of the children. From time to time, the bandit fired shots at whatever targets presented themselves and four OPP cars were hit and at least one officer narrowly escaped injury.

In the early dawn of the following morning, Deputy Commissioner Erskine arrived from Toronto with Chief Inspector Hutchison to join the two CIB detective inspectors already on the scene: D.J. Alsop and A.K. Macleod. Erskine had personally raised the \$10,000 demanded by Cline and had come to conduct the negotiations for the release of the hostages. The fugitive wanted an unmarked provincial police car and a former associate, Ronald Whetstone, to drive it. When Whetstone delivered the money, Cline released three of the children and departed with Whetstone, his girlfriend, and young Robert Field at 2:15 P.M. on January 22, ending the twenty-two-hour standoff.

The car travelled to Toronto by a devious route, all the while under surveillance by intelligence teams of the OPP and other cooperating police forces, and by a provincial police helicopter. The car then returned to London, arriving shortly after midnight, but surveillance contact was lost when Cline's threats to do harm to his hostage forced the police to back off. Within a short time, Cline released young Field in the care of Whetstone, who immediately called the police. Soon afterwards, Cline and Guest were flushed out of an apartment in London by teargas, and the tense manhunt was finally ended.

Cline, an escaped convict, and his colleagues, who had been arrested soon after the holdup, were tried and found guilty of armed robbery. Cline was also convicted of two charges of attempted murder and extortion and was sentenced to the penitentiary for a long term of imprisonment. In September, 1976, Provincial Constables Valliere, K.C. Willis of Glencoe, and R. Brown of Woodstock were each awarded the Commissioner's Certificate of Valour for acts of exceptional bravery. Other officers who had been involved in the affair were commended in Police Orders.

Hostage-taking was being resorted to more and more by criminals bent on using whatever means they could devise to attain their nefarious ends. A man armed with a 12-gauge shotgun forced his way into the home of a bank manager and succeeded in forcing his victim into surrendering a substantial amount of money. Then, as

the gunman left the house with the manager and his wife as hostages, Provincial Constable E.A. Flynn of Lindsay tackled him. The constable was able to disarm and arrest the criminal without any harm coming to his terrified victims. For this valorous deed at considerable risk to his own life, Flynn earned the commissioner's highest award on October 21, 1977, and was awarded a gold medal by the Canadian Bankers' Association.

Provincial Constable H.B. McKittrick of Wingham was awarded the Certificate of Valour on May 19, 1977, for his exceptional bravery in the apprehension of an armed and dangerous man who had barricaded himself in an upstairs room of a house. Provincial Constables B.C. Kruger and M.J. Murdoch of Bracebridge were forced into a gun battle with an armed criminal fleeing the scene of a bank robbery, and in the defence of their lives, they slew the felon. For their gallantry, they were awarded the Commissioner's Certificate of Valour in December, 1977.

To confront a man armed with a rifle, who is threatening to shoot anyone who comes near, is an unnerving experience; yet Provincial Constable D.G. Thom of Parkhill was summoned to undergo such an experience, and the deranged rifleman actually fired two shots at him. Thom slowly approached the man, speaking calmly to him, until he was eventually able to disarm and arrest the individual without anyone coming to harm. The Certificate of Valour was presented to this deserving and exceptionally brave provincial policeman by Deputy Commissioner Erskine on May 21, 1978.

### 3

There were many honours and awards granted to provincial police officers from other sources such as the St. John Ambulance, the Royal Canadian Humane Society, and the Royal Life Saving Society in recognition of those who had risked their lives to save others. The Carnegie Hero Award and recognition by such societies as the Canadian Bankers' Association and the Canadian Automobile Association were also considered by the OPP Commendations and Awards Committee, and deserving members and citizens alike were recommended for appropriate recognition. Members of the force were occasionally honoured in other ways for meritorious service or contributions made to the Ontario community. Corporal V.E. Jones of London was named "Citizen of the Year" by the London

Chamber of Commerce in 1974, and in 1975 when the provincial police detachment at Acton was closed after more than twenty-five years service to the community, the townspeople declared that each of the seven provincials be named "Citizen of the Year."

Superintendent Armitage was awarded the Law Enforcement Medal of the Society of the Sons of the American Revolution in 1978 to acknowledge his long involvement in narcotics law enforcement. Armitage had become a member of the International Narcotics Enforcement Officers' Association in 1970, replacing Staff Superintendent Loree who had been the force representative with the association since the mid-sixties. In 1973, for his outstanding service to the association, Armitage had been presented with a plaque by the president, James Henderson, at a ceremony in Toronto. When the OPP drug enforcement section was formed in 1972, Armitage had been the logical choice to head up the new unit.

The Silver Jubilee of Her Majesty Queen Elizabeth II was celebrated throughout the British Commonwealth in 1977, and to commemorate the occasion of the twenty-fifth anniversary of her accession to the throne, the Queen's Silver Jubilee Medal was struck. Among the recipients were 125 members of the Ontario Provincial Police Force. One medal was granted to the Town of Elliot Lake to be awarded to a person chosen by the community as an outstanding citizen. The townspeople chose Corporal W.W.E. Hyndman of the OPP.

By early 1976, the force helicopter pilots had learned their art sufficiently well to be able to assume full operational duties without the help of the Great Lakes Helicopters pilots. On July 8, 1976, pilot wings were presented to Abra, Gunson, Hedges, Kerr, and Sedgewick by Solicitor General John MacBeth at an impressive ceremony attended by his deputy, A.A. Russell, Commissioner Graham, and senior staff members of the OPP.

In 1976, the force commissioned an Ontario Provincial Police commemorative sword to be made by Wilkinson Sword of England, and a limited number of the mementoes were offered for purchase by members and former members of the force. Commissioner Graham wrote to "Retired Uniform Members" on September 23, 1976, describing the sword:

... a grip in hand-turned rosewood, the pommel, crosspiece and shell-guard are 18 carat gold plated with an OPP cap badge mounted on the shell-guard. The hardened, tempered blade,



handmade, is etched on one side with scenes depicting Force activities over our 66 year history. Portraits of every Commissioner are etched on the reverse side. Decorative scrollwork interconnects the various images. All etchings are gold-filled. Each sword is numbered and registered in the purchaser's name in London, England. Two thousand swords will be manufactured and all should be delivered by early 1977.<sup>2</sup>

The scenes and portraits etched on the sword blades were created by Corporal G.S. Walker, the artist assigned to the Central Records and Communications Branch.

## 4

Perhaps the most demanding task ever assigned to the Security Branch was the planning and delivery of security services for the 1976 Summer Olympic yachting events at Kingston. The branch director, Staff Superintendent McBride, first became involved in the program in October, 1973, when he met with representatives of the RCMP, the Kingston Police Force, and Canadian Forces to form what was later known as the "Chief Security Committee—Kingston Activities." Later, Assistant Commissioner Grice was



*The OPP Commemorative Sword.*



*Olympics security at Kingston. Officers at the Olympic Harbour.*

named by the solicitor general as provincial coordinator of security with McBride as his assistant.

For a period of two months during the summer of 1976, more than 340 members of the provincial police joined with their counterparts of the other forces involved to provide a vast security program. Although the events scheduled were for a two week period only, the protection of the competing athletes, of the Olympic Village, and the Olympic Harbour involved a greater span of time. The provincials assigned had all been carefully selected and specially trained for their parts, and such units as the TRU teams, community services, intelligence, communications, SCUBA, bomb disposal, and motorcycle dispatch riders all had a part to play. Many civilian members of the force were allotted tasks with the larger support service complement. On the waters of Kingston Harbour and Lake Ontario, the provincial police provided nine boats under the direction of Corporal J.J. Graham of Peterborough to join with a number of RCMP craft and the Canadian Forces ships HMCS *Saguenay*, HMCS *Nipigon*, and HMCS *Annapolis*. While most of the OPP craft were trailered to Kingston, the *General Williams* from Midland and the *William H. II* from Barrie were sailed to the Lake Ontario site through the Trent-Severn Waterway.

Among the many provincials involved in the operation were a number of senior officers, including Superintendent Keast of Belleville who was head of the uniformed officers' operations, and Inspector Closs of the Intelligence Branch who headed the plainclothes officers assigned to intelligence and VIP security duties. Specialists from the CIB, whose duties were to include hostage negotiations if required, were Detective Inspectors W.A. Smith, W.R. Bennett, N.A. Perduk, and J.F. Savage. Inspectors R.W. Burkett, A.A. Forester, W.A. Coxworth, M.R. Speicher, and J.W. Cutter were also assigned to the Olympics program.

The XXI Olympiad was officially opened in Montreal on July 17, 1976, by Her Majesty Queen Elizabeth II who then sailed for Kingston aboard the royal yacht, *Britannia*, to view the sailing events. Accompanied by Prince Philip and Prince Andrew, the Queen was escorted up the St. Lawrence River by both Canadian and American ships and arrived in Kingston to an enthusiastic welcome on July 20. That evening, security forces were keyed to top performance when Governor General Jules Leger, Prime Minister Trudeau, the lieutenant governors of the provinces, and the ten provincial premiers were guests at Her Majesty's state dinner



*Commissioner Graham presented to H.M. Queen Elizabeth II by Premier Davis at Upper Canada Village.*

aboard *Britannia*. Continuing her North American tour the following day, the Queen paid a visit to Upper Canada Village near Morrisburg, and on this occasion, Premier Davis presented several Ontario government officials to Her Majesty. Commissioner Graham was once again so honoured.

When two community services officers of the Ontario Provincial Police were asked to conduct a series of crime prevention workshops at the Canadian Forces Base in Lahr, Germany, during a Military Police Week being held there in November, Commissioner Graham was invited to accompany them. Captain Merv Parker, the base security officer at Lahr, had attended a workshop at Queen's University in Kingston that spring and had been so impressed with the presentation made by Corporal H.D. Meyer and Provincial Constable R.T. Morrison that he sought their aid.



With the blessing of Major General Ramsay Withers, the commander of Canadian Forces in Europe, the invitations were extended, and the provincials flew to Germany in a Canadian Forces Boeing 707 from the base at Trenton and enjoyed full participation in the programs in which German and French police, the RCMP, and the Royal Air Force had a part.

Members of the OPP assigned to the security of Premier Davis had joined the "jet set" in 1972 when Detective Sergeant Potier and Corporal J.G.R. Guay accompanied Davis to the Olympics in Munich, Germany. In 1974, Inspector Closs flew to Europe to coordinate security for the premier's visit to Italy and Sicily, and ten days later, Davis arrived accompanied by Guay. When the premier decided to visit Israel in 1977, Inspector W.B. Rajsic of the Security Branch went on ahead after meeting with Israeli officials in Canada to refine the security arrangements. Sergeant Guay again accompanied Davis, as he was to do again later in the year when the premier and Mrs. Davis went to Japan and Hong Kong on a trade mission. Detective Sergeant W.J. Ambeau had preceded the party. In the fall of 1978, both Guay and Ambeau went to Iran as security officers to the premier and enjoyed the hospitality of the Canadian ambassador in Tehran, Kenneth D. Taylor.

## 5

As early as 1973, the Association of Iroquois and Allied Indians was seeking further improvement of the policing of reserves in Southern Ontario and had proposed an all-Indian provincial police force. When the Province entered into a cost-sharing agreement with the government in Ottawa on April 1, 1975, the way was paved for the raising of constabularies on Indian reserves in Ontario to be manned by native people appointed by the Commissioner of the OPP. The provincial police Indian and Municipal Policing Services Branch was organized under the direction of Chief Superintendent A.W. Goard, with Staff Superintendent MacGarva, Corporal L.I. Foran, James Galt, and Sharyn Fournier comprising the unit.

The native reserve constables would be employees of their respective Indian band councils, but they were to be recruited, trained, equipped, paid, and administered by the OPP. To assist the branch, a former member of the provincial police of Mohawk descent, William Brant, was hired by the Ministry of the Solicitor



General, and the Band Constable Program was launched. A number of the more populous and affluent reserves had already raised their own native police forces, and Walpole Island, for example, had developed an efficient service under Chief Constable Winston Williams. The Manitoulin Island Unceded Indian Reserve had been policed by the provincials from Manitouwaning until 1971 with the assistance of RCMP-appointed special constables. The three band constables were appointed special constables by Commissioner Graham and assumed the total policing role for their reserve under the new scheme. In the St. Lawrence River near Cornwall, the St. Regis Indian Reserve, officially titled *Akwesasne*, "the place of the partridge," had its own police force. The reserve transcended geopolitical boundaries, being located in both Ontario and Quebec, and law enforcement was further confused by the necessity for constables travelling between the Ontario and the Quebec parts of the reserve to pass through an area deemed part of the State of New York.

The new branch, a part of Field Division, also assumed responsibility for provincial policing services provided to municipalities under contract and for the pre-existing Indian Policing Program which served reserves in the north.

By the end of 1976, another aircraft had been acquired, and the air patrol had been expanded. A North East Patrol Unit (NEPU) was set up at South Porcupine under Sergeant Godby who was transferred from the NWPU, leaving Sergeant Moore in charge at Sioux Lookout. To the NEPU were assigned Provincial Constables F.F. Quinn, W.B. MacDonald, J.D. Newstead, V. Warford, and P.E. Switzer, and with their Otter aircraft they flew patrols up the James Bay and Hudson Bay coasts to Attawapiskat, Fort Albany, Fort Severn, Kashechewan, and Winisk. The NWPU patrol touched down at twenty-two isolated Indian settlements as far north as Fort Hope, Lansdowne House, Slate Falls, and Webiquie. At the end of May, 1976, a sub-detachment of Minaki was established on the Islington Indian Reserve where Provincial Constables R.G. Lewis, F.A. Checkley, R.E. Harrington, G.J. Martin, and R.D. Kerr were assigned. Provincial Constables H.G. Hamilton, R.G. Adair, and B.W. Glass established a sub-detachment of Kenora on the Shoal Lake Reserve.

The improvement in the services provided to many native people, who had for so long been deprived of the peace and tranquility guaranteed by first-class policing, was deemed immediately successful. The quality of the reserve special constables who were



*The North East Patrol Unit and the Otter aircraft.*

being so carefully chosen and trained was gratifying, and the program prospered. The first of these special Indian officers to be commended by Commissioner Graham was David Michael Okimawinew of the Attawapiskat Reserve for his courage and dedication in arresting an armed man who had just committed a murder. This example of the highest police dedication to duty was cited in OPP Routine Police Orders on July 2, 1977.

In 1978, the Indian and Municipal Policing Services Branch was reclassified as a section and assigned to the Field Administration Branch under Chief Inspector Grant. Chief Superintendent Goad was transferred to the Special Services Division to replace R.A. Ferguson who was made assistant commissioner. Quite a number of Indians had served as regular members of the provincial police throughout the years, but the first Indian woman to become a provincial constable was appointed in April, 1976; Jennifer Montour was posted to the regular detachment at Morrisburg.

The induction of females into the uniformed side of the force, begun in 1974, had proven successful. Of the original fifteen appointed, twelve were still serving at the end of 1978, and another eighty-two had been appointed during that time. They had been generally well-accepted both by their male colleagues and by the public; they had proven their ability to do constabulary duties and some had distinguished themselves. There were authorities, however, who preferred not to have women police officers assigned to

their communities. The *Windsor Star* of August 10, 1977, reported that a woman officer was to be posted to the Town of Tecumseh by the provincial police, despite the objections of Mayor Don Lappen. Provincial Constable Kathryn J. Macrow, who had been one of the first women appointed to the OPP, was transferred from Essex to Tecumseh Municipal Detachment on September 1, 1977. On November 29, Macrow helped deliver a baby girl to a Tecumseh woman enroute to the Metropolitan Hospital in Windsor, and no further objections appear to have been raised. The constable remained in Tecumseh until she left the force in June, 1979.

Members of the OPP Underwater Search and Recovery Units were not unaccustomed to the risks inherent in their chosen specialty, SCUBA diving, but they must have been appalled at the danger facing them when they were called to perform another sort of recovery operation in 1977. In August, dynamite had been discovered lying on the bottom of Emerald Lake near Warren, and the explosives disposal expert for the district, Identification Sergeant



*Underwater Search and Recovery.*



F. Doyle of Sudbury, responded to the call with Provincial Constable J.S. Leveillee and quickly realized the need for the diving team. When Corporal R. Porpealia, the senior force diver, and his team of Provincial Constables L.J. Ansamaa, G.C. Holder, J.A. Hopkins, and L. Beach found twenty-two cases of "Polar-Forcite 50%" dynamite lying in the silt on the lake bottom, they knew that they were faced with the task of moving a particularly hazardous, nitroglycerine-impregnated substance. Photographing the underwater find and removing samples of the dynamite, they learned that it was old explosive, manufactured in 1927, and therefore even more dangerous than they had supposed. Eventually, more than three thousand sticks of dynamite were found and brought to the surface to be removed by Doyle to a suitable disposal site and destroyed.

It is difficult for the layman to conceive the havoc wrought by the explosion of dynamite, but police officers are generally familiar with the effects of explosives. In 1973, in Kenora, a lone bandit attempted to hold up the Canadian Imperial Bank of Commerce, but was trapped inside the bank when police surrounded the premises. Holding the manager and one employee hostage, the man demanded a vehicle from police, and Kenora Constable Don Millard agreed to drive the pickup truck which was provided. As the officer accompanied the bandit toward the truck, a police sniper fired at the bank robber and an explosive device went off. The devastation was incredible. The robber had been killed instantly, but Millard, protected from much of the blast by the vehicle, survived, although injured. Ten other persons in the street at the time were also hurt, store windows were shattered for an entire block, and bank money was strewn about for hundreds of feet. The bandit was never identified despite the efforts of police. He had been armed with a bomb of about six sticks of dynamite, and the explosion had been triggered by an appropriately called "dead man's switch" which the man had held between his teeth.

With the memory of such an event still fresh in the minds of police officers, the divers employed at Emerald Lake had displayed the highest degree of professionalism in accomplishing their potentially deadly task.



## 6

The strength of the OPP increased steadily until 1976 in spite of increasing economic restraints, but the rate of growth had slowed perceptibly. The total membership in 1976 reached 5,206 and from that time on, remained fairly constant despite the increasing population and the growing number of motor vehicles in the province. The government-imposed limitations could be seen in the composition of the force, as more civilian members, who drew lesser salaries than their uniformed colleagues, assumed an increasing number of duties formerly performed by police officers. The ratio of uniformed to civilian employees had gradually changed from more than five-to-one in 1963 to a little more than three-to-one in 1976 (in 1950, there had been ten police officers to each civilian member). The turnover rate showed that civilian members were more apt to separate from the service: 4.8 percent of uniformed personnel constituted the turnover rate in 1973, while a whopping 18.7 percent of civilian members were so recorded.<sup>3</sup>

The general headquarters had reached awesome proportions by 1978 with the proliferation of branches and sections, each dedicated to a specific role. Assistant Commissioner Grice was promoted to deputy commissioner on the retirement of Gartner, and Chief Superintendents Lidstone, Bolton, Kay, and DuGuid had joined the ranks of assistant commissioners. As anticipated, many



*Assistant Commissioners. left to right: G.A.A. DuGuid; J.S. Kay; W.J. Bolton.*

senior officers were retiring early, and changes seemed the order of the day in the senior positions.

The lot of the provincial constable continued to improve when such services as employee counselling relating to emotional and medical problems were provided through the staff relations function of the Career Management Branch. Ongoing training assisted greatly in preparing field officers for the important and immediate decisions they were called upon to make in everyday duty life. At the detachment level, those officers who were doing the actual policing had found a part to play in the planning stages for the delivery of policing services in their jurisdictions and were part of a major participatory management program.

Participation of force members at all rank levels in managing the police response to the particular needs of individual communities had been initiated in 1975. A Field Productivity Committee headed by Superintendent Erskine of Peterborough had started a detachment planning program, designating four detachments to give the system a trial. Sebringville, Parry Sound, Huntsville, and Newcastle experienced such positive results that the program was extended under the leadership of Staff Superintendent Garry. In each participating detachment, regular meetings were held to identify areas of policing problems and to devise the means to deal with them. It was in this fashion that the constables who were closest to the issues were able to contribute constructively to the management of detachment policing facilities.

A new promotional system introduced in 1975 inspired officers to strive for qualification, encouraged by the publication in Routine Police Orders of long lists of those declared eligible for higher positions. An additional nineteen houses purchased by the government to serve as homes for OPP personnel in northern areas, where housing was difficult to find, did much to raise morale. More construction to provide homes had been started, and the Properties Branch constantly sought additional accommodation for those needing housing.

The training of new recruits had come a long way since the 1950s, when the training course lasted from four to six weeks of classroom study before the recruit was sworn in, issued a uniform, and assigned his first posting. In the seventies, a new appointee was invited to attend the Orientation Course of three weeks at the OPP Training and Development Centre, and was advised at the very outset where he would be posted. When his course began, he was allotted his badge number and issued his uniform and equipment,

and in addition to classroom training, the new recruit was taught footdrill and partook of daily physical training. Upon completion of the short course, he was sworn in as a probationary provincial constable and graduated with ceremony at a passing out parade at HMCS York in Toronto. Later, he would attend two courses at the Ontario Police College in Aylmer to complete his basic training.

Traffic law enforcement in Ontario began using metric measurement at the beginning of September, 1977, and by the end of the month, prosecutions for speeding were based on metric speeds and distances. Over the ensuing months and years, the provincial police would be required to make the conversion to metric in many different ways, by the edict of the government in agreement with federal authorities. The training of personnel had to be considered, and the replacement of many items, from publications to stores and equipment inventories, was to be a costly affair in times when financial restraints were a painful fact of public service life.

Difficult times were again being felt in Ontario, as in the rest of the country, with increasing unemployment and growing inflation; the provincial government was acting responsibly, if painfully, by seeking to curtail expenditures. Personnel restraints, imposed in 1974, meant that a considerable number of uniform positions falling vacant during the winter of 1974/75 would not be filled, and much-needed available manpower would be diminished. In 1976, Commissioner Graham told reporters that the provincial force was trying to reduce the consumption of motor fuel by ten percent, and that the government had ordered the reduction of the provincial police budget by three percent.<sup>4</sup> When the force was ordered the following year to further reduce the salary budget by a considerable amount, the means for doing so presented a difficult problem for force leaders. Solicitor General MacBeth was quoted by the press on October 24 as saying that, "... Ontario has no intention of reducing policing but would not rule out a possible layoff of provincial policemen."<sup>5</sup> The consternation at force headquarters following the minister's statement can be imagined, but such a drastic step was unnecessary; a means was found to reduce the payroll by restructuring senior positions and allowing the number of rank levels to be reduced by attrition.

The Ontario Provincial Police Rank Structure Review was undertaken on the direction of the Management Board of Cabinet—the "keepers of the coffers"—on October 25, 1977. The committee again looked at the 'one-over-one' relationships engendered by the second-in-command concept and considered other



areas where cuts might be made without disruption of efficiency. The report made early in 1978 proposed the abolition, by attrition, of the ranks of staff superintendent and sergeant major, the reduction of the strength of the CIB, and the realignment of some of the other branches to promote competence. The rank of chief inspector was also done away with, but this was a matter of convenience only, and the incumbents were re-titled superintendents.

The force tried a new ploy in 1979 to deliver unabated police services despite the shrinking manpower capability. For the August holiday weekend, a number of unmanned highway patrol cars were parked in strategic locations to encourage motorists to reduce speed. Apparently the plan worked and public reaction was good. As a cost-saving measure, however, it had its drawbacks, as no one had thought to consider the vandal. The front wheel lug-nuts of one vehicle were removed and the wheel cover replaced, and only by good fortune did the officer who later moved the car escape serious injury. In other locations, a windshield was broken, a roof light was damaged, and there were several instances of "For Sale" signs being affixed to the cruisers by less-destructive wags. The plan had been sufficiently successful, however, to warrant a similar operation for the weekend of August 24.

Even the OPP aerial surveillance program fell prey to the budget cuts. The chartering of fixed-wing aircraft, which had served the traffic enforcement function of the force since 1965, was suspended in 1978 in favour of the acquisition of additional radar units. The aerial program was reinstated in 1979, however, and six aircraft were chartered.

The advent of regional municipalities had the effect of shrinking the geographical areas policed by the provincials, and the reduction in the number of detachments could be thought of as a cost saving. In the Niagara peninsula, the Niagara Regional Police Force finalized their takeover from the OPP in 1977, resulting in the closing down of detachments in Smithville and Crystal Beach. The district headquarters in Niagara Falls was no longer needed and it, too, ceased to function. The remaining detachments of St. Catharines, Welland, Cayuga, and Niagara Falls, which would continue to provide patrols on the King's Highways, were transferred to No. 3 District to be directed from Burlington. Niagara Falls had been one of the first two divisional headquarters established by the force on the day of creation in 1909, and it was here that, for many years before, the frontier police—the forerunners of the modern OPP—had been known as the Ontario Police.



In the area of western Lake Ontario, the creation of regional police forces in Hamilton-Wentworth, Halton, Peel, York, and Durham had caused a considerable withdrawal of OPP personnel, leaving only those assigned to highway patrol. In other areas, however, the provincial police had embarked on a limited program to takeover some of the province's smaller police forces. When the force entered into an agreement with the Corporation of the Town of Campbellford in 1975 for the policing of the community, the existing police department was disbanded. Those officers who met the standards set for provincial police recruitment were offered positions as provincial constables, and four of the five town policemen chose to continue as provincials. The chief, Samuel J. Baird, and his constables G.F. Ingram, W.P. Philp, and B.L. Scott were appointed. As proposed by the Task Force on Policing in Ontario in its report of February, 1974, the takeover program had begun.<sup>6</sup>

Despite the diminishing availability of OPP manpower for unanticipated duties, the force was nevertheless expected to provide large numbers of officers when the need arose. Early in 1978, workers employed at the Fleck Manufacturing Company at Huron Park near Exeter went out on strike when the company refused the certification of their chosen union. Over the following weeks, altercations on the picket line and damage to company property demanded an increasing involvement by the provincial police until Commissioner Graham assigned a strike duty unit under Staff Superintendent Garry to the scene on March 7. A few days later, as the situation became more confused, Assistant Commissioner Lidstone was given overall charge. Sympathetic union members came from Windsor and London to reinforce the picket line, and the provincials, too, were reinforced. Anticipating considerable violence, the OPP had at one time a reserve unit of several hundred members sited at the not-too-distant army camp at Ipperwash, but the reserve was never deployed in strength. When the company decided in May to resume operations with non-striking workers despite Lidstone's advice, Garry ordered a crowd control unit of some forty officers to force the picket line and ensure plant access for vehicles carrying the workers.

When the budget estimates of the Ministry of the Solicitor General were being considered by a committee of the legislature that month, Lidstone, Garry, and Commissioner Graham attended to explain the activities of the provincials at the strike. Members of the opposition parties were persistent in their accusations that the OPP had over-reacted by sending many more officers than neces-

sary and used excessive force in gaining access to the plant through the picket line. Although Garry maintained that the large number of constables employed was based on his best available intelligence regarding the intentions of the militant strikers, Commissioner Graham conceded to his questioners that more force had been used than he personally would have ordered. The strike was settled during the summer with no further serious confrontations.

## 7

The new premises of the Ontario Police College near Aylmer were opened by Premier Davis on May 6, 1977. Replacing the old wooden huts and hangars erected for the RCAF during the Second World War and taken over for police training in 1963, the new facility provided for 584 live-in students in single-room dormitories. Special classrooms, an identification laboratory, a library, and a 300-seat auditorium made this the most up-to-date training establishment the police in Ontario had ever enjoyed, while a gymnasium, swimming pools, a drill hall, playing fields, and an athletic track ensured a completely trained policeman on graduation. When a new director for the college was sought later that year to succeed the retiring Joseph Mennill, several highly qualified members of the provincial police expressed interest. The final selection named Staff Superintendent Atam to the post in February of 1978. Another provincial officer, Corporal W.F. Joyce of the OPP Intelligence Branch, had been voted "Student of the Year" at the college when he attained the highest marks in the criminal investigation course for 1976/77.

The OPP Training and Development Centre on Sherbourne Street in Toronto continued to operate with many courses specially tailored to suit provincial police needs. Northern survival and search and rescue training continued each year at a Ministry of Natural Resources camp located in the bush fifty miles north of North Bay, and in 1975, an OPP helicopter and crew joined in the training exercises for a day. The following year, members of the northern air patrol units, four helicopter pilots, and rescue instructors attended a Bush Survival Course conducted by Canadian Forces personnel in January in the Samuel de Champlain Provincial Park. The military also provided courses at Camp Borden for members of the OPP Explosives Disposal Units, and when Master Warrant Officer Ron Madore retired in 1975 after twenty-five years



*The Training and Development Centre, Sherbourne Street, Toronto.*

in the army, his erstwhile students honoured him. In appreciation of his years as chief instructor, he was presented with an OPP plaque by Identification Sergeant J.E. Cooper of Barrie.

Training in many areas was an ongoing program, not only because of changing laws and criminal endeavours, but by virtue of new equipment available to police. Pilot training, for example, had enabled the force to take charge of the second airplane when the air patrol to northern communities was expanded in 1976. When a new Bell 206-L Long Ranger helicopter was added to the force fleet in 1978, Sergeant Abra and Provincial Constable Gunson had become so proficient that they were able to fly the new craft to Toronto from Fort Worth, Texas.

It would be more accurate to consider the new helicopter as a replacement rather than an addition; the force had lost one of its Jet Rangers in a crash in May, 1977. Only by the greatest good fortune had the lives of two highly-trained and valuable officers been spared when, enroute from Bancroft to Belleville on a glorious May 8 afternoon, the craft was suddenly hit by excessive air turbulence accompanying a severe snow squall and was forced down in the bush. The machine was a total wreck. Provincial Constable Hedges, the pilot, and Identification Sergeant M. McGinn of Belleville were both seriously injured and suffered from exposure before the rescue could be effected, and they were forced



to abandon their duties for a long period before finally recovering.

By 1979, the Transport Branch was able to report that the number of mobile units for the force exceeded two thousand and that distances logged were staggering despite enforced restraints. OPP motor vehicles alone travelled more than 93 million kilometres, while marine and snow equipment recorded 23,500 hours of operating time. The fixed-wing aircraft and helicopters accounted for 2,859 hours in their log books. During the 1970s, the branch developed into a highly specialized support service, operating the Lakeshore Garage under Rene DiPietro, which provided a motor pool, chauffeurs, and a dispatch service operated by Norman Boylan, then by Peter Forbes and Stanley Cornish. A team of mechanical craftsmen such as John Sikk, D.J. Purdy, and B.A. Phillips, to mention but a few, performed maintenance and repair services. There was the General Headquarters Garage managed by Walter Sucholas with foremen E.A. Whitton, A.W. Bonar, and O. Winter. A. D'Agostino was responsible for vehicle acquisition and placement, while the supervisor of the marine and snow services was Staff Sergeant Walter Kotva. There were regional garages in Thunder Bay and Kenora under the management of W. Townson.

About one thousand new cars were going into service each year, and motorcycles were added as needed. When DiPietro learned that Japanese-manufactured Kawasaki motorcycles came within force specifications, two of the machines were acquired. Corporals Smouter and J.E. Dempster, and Provincial Constable D.K. Pearce of Downsview were assigned the task of comparing them with the traditional Harley-Davidsons. The following year, 1979, fourteen additional Kawasaki Police 1000 models were added to the OPP fleet. The winter-vehicle fleet was appreciably improved when three large Bombardier snowbuses were purchased in 1978. The half-track vehicles, each capable of accommodating twelve persons, were intended for rescue work in the snowbelts of Southern Ontario and were located in Chatham, London, and Belleville where recent winter snowstorms had demanded an improved rescue capability. These vehicles were a far cry from the many smaller snowmobiles used by the force to reach remote areas and to patrol cottage country during the winter months.

Staff Superintendent Murray had replaced Eady as the director of the Transport Branch in 1974. The manager of fleet operations was R.C. Whitmore, E.W. Makarow was head of the administration function, and F.G. Robertson was fleet analyst. In 1978, Superintendent C. Kotva became director, and a year later when Whit-



more retired, G.K. Briggs was appointed to succeed him.

In the realm of communications, the increasing public use of Citizen Band (CB) radios in private vehicles prompted the OPP to install base units in detachments at London, Kitchener, Woodstock, and Milton in November, 1976, and signs were posted along Highway 401 advising motorists that the force was monitoring the CB emergency channel 9. This further means of public access to policing services was soon augmented by force radio operators broadcasting information on CB channels with respect to adverse road, traffic, and weather conditions. Three days after Christmas, 1976, the lives of the occupants of a car stranded near Fort Frances for lack of fuel were seriously endangered when the temperature dropped to minus forty degrees Celsius. They frantically called for help on their CB radio and their call was heard some twelve hundred miles away near Perth by Henry Cameron who called the OPP. With the assistance of local CB enthusiasts, the provincials in Emo were able to locate the stranded vehicle. The value of CB radio had again been demonstrated, and the installation of base stations in provincial police detachments was further encouraged.

In November, 1977, the OPP teletype network switched to a new computer-controlled private wire system with thirty-two terminals to handle a large volume of administrative traffic. In the private sector, two new television series did much to add to the



*Citizen's Band radio. (Ontario Ministry of Transportation and Communications)*

public awareness of the provincial police. The Global Television Network program "Code 10-78" was created to assist the Ontario Provincial Police in the solution of unsolved murder cases, and by means of a dramatic portrayal of the events surrounding the crimes, appealed for public response and assistance. The program premiered in Ontario in 1976. The Canadian Broadcasting Corporation produced "The Great Detective" in 1979, a series purporting to dramatize the criminal investigations undertaken by the first provincial constable, John Wilson Murray.

Keeping the OPP in the public eye was the order of the day for the pipes and drums band which appeared on local and national television in 1977. The year before, among other notable appearances, the band had participated in the Scottish World Festival parade in Toronto and again at the Western Fair in London where the OPP carried off top honours among competing bands. In 1978, the band played during half-time at a Canadian Football League game in Ottawa while OPP Auxiliaries marched and TRU and Canine Search and Rescue teams demonstrated. By 1980, the band had twenty-three members and accepted participation in sixty-seven functions during the year, but they were obliged to refuse another ninety-five requests because of other commitments. The bandsmen attended the International Police Band Festival in Grand Rapids, Michigan, and at the Republican Convention in Detroit.

When the Long Sault auxiliary unit paraded for the annual inspection in the summer of 1977, it was accompanied by the Long Sault OPP Auxiliary pipe band under Pipe Major Bob Kitts. The band performed again that fall, and in 1978, led the fourth annual Police Week church parade in Long Sault. The service was conducted by Auxiliary Inspector the Reverend Charles Massey, the chaplain.

## 8

The motor traffic through the village of Iron Bridge at 3:45 A.M. on Saturday, November 18, 1978, was understandably almost non-existent. When one vehicle did pass through with only one headlight illuminated, Provincial Constable P.A. Duffield of Blind River pulled out of the liquor store parking lot to check the vehicle. Calling in on his car radio first, he was advised by the dispatcher, Robert A. McLean, that the station wagon he was

following had been reported stolen by the Metropolitan Toronto Police.

When Duffield stopped the vehicle and was approaching from the rear, he was met with a blast from a shotgun, and although severely wounded in the left arm, he was able to take cover behind his cruiser as his assailant fled. Duffield managed to radio for help and drive the cruiser to a nearby restaurant where he was given first aid treatment, then taken to hospital by Provincial Constable R.B. Clarke.

The stolen vehicle was driven to the residence of John Robert Kehoe at R.R. 2, Thessalon, and the car occupants, a young couple, were able to gain entry to the house by asking to use the telephone. Once they were inside, Mrs. Kehoe became alarmed and attempted to barricade herself in the bedroom where her sixty-five-year-old husband was just waking. A discharge of a shotgun through the bedroom door wounded both Phyllis Kehoe and her husband. The intruders then bound the couple with rope and tied up two of the Kehoes' grandchildren who were staying there: Daniel, 14, and Lisa Kehoe, 13. When the culprits left the premises, they took with them a .303 calibre rifle and the Kehoes' pickup truck.

The bound victims were able to free themselves and young Danny ran to a neighbour for help, and the OPP at Thessalon were called. Provincial Constables G.A. Johns and R.D. Foster arrived at the Kehoe residence at about 5 A.M. and found that the elder Kehoe had died of his wound. A description of the stolen pickup truck was broadcast, and roadblocks which had been set up after Duffield had been shot were notified. Foster took the wounded Mrs. Kehoe to the Red Cross Hospital in Thessalon.

At the junction of Highways No. 17 and No. 129, in front of the Thessalon OPP office, Corporal G.W. Thompson of Sault Ste. Marie and Special Constable H. Lesage of the Rankin Indian Reserve Police had set up their roadblock at 4:20 A.M. About half an hour later, and just a few minutes before the police arrived at the Kehoe house, the two officers stopped the stolen pickup truck, found a sawed-off shotgun and a .303 rifle in the vehicle, and arrested the occupants. Gerald Dollan, twenty-eight, and his twenty-six-year-old girlfriend, Daryle Noreen Newstead, were charged with the murder of John Robert Kehoe.

Their arrest climaxed a minor crime wave which the two had embarked upon in Toronto, in Peel County, and in York County where they were wanted by the police for robbery, kidnapping, and

abduction. Three abductions, the first of which had taken place on November 12, had been sensationalized in Toronto newspapers and likened to the "Bonnie and Clyde" episodes of the thirties. Dolan, whose real name was subsequently revealed as Gerald Dale Markus, and Newstead were tried for murder before Mr. Justice W.R. Dupont at Sault Ste. Marie in January, 1980; while the jury deliberated, Markus and Newstead were married in the grand jury room in the courthouse. The returning jury declared both guilty of murder and both were sentenced to long terms of imprisonment. Provincial Constable Duffield eventually recovered from his grievous wound and continued to serve with the force in the north country.

## 9

On January 21, 1978, the Honourable George A. Kerr, QC, was once again named Solicitor General of Ontario on the retirement of John MacBeth. Kerr, too, retired later the same year, and the practice of having a solicitor general apart from the office of the attorney general was abandoned when Attorney General R. Roy McMurtry, QC, was given the solicitor general portfolio as well. On January 1, 1979, A.A. Russell also retired and was succeeded as deputy solicitor general by John David Hilton, QC.



## *Standard of Excellence*

They could hardly be considered vigilantes, yet they had taken the law into their own hands in a rather unusual way. In 1973, farmers, and other residents whose low-lying lands along some south western Ontario rivers were being seriously eroded by the wash of passing boats, began greeting boaters with barrages of tomatoes. The ensuing furor moved the provincial police in Chatham to resort for the first time to radar in an effort to reduce the speed of watercraft on the Thames and Sydenham Rivers and on the Chancel Ecarte near Port Lambton. By 1974, the OPP waterway policing fleet consisted of ten launches and fifty-four skiffs, and during the boating season, 145 provincial officers were assigned to water patrol duty. With the astronomical increase in the number of private craft using Ontario's waterways, Commissioner Graham had beseeched the government for more boats and men. He proposed that at the least an additional six launches, four skiffs, and eighty-one provincial constables would be needed to provide minimum enforcement. Even then, he reported, another sixteen launches would be needed if the Great Lakes were to be served by the OPP.<sup>1</sup>

The response was less than what had been hoped for, but in the light of existing financial restraints, any addition of such expensive equipment as boats was encouraging. In 1976, aware of the commissioner's needs, James C. Auld, the chairman of the Management Board of Cabinet, offered the services of the game and fish wardens of the Ministry of Natural Resources who operated small craft in fishing areas. The force, however, while grateful for the offer, declined the concept as impractical.<sup>2</sup>

New, much-improved and larger watercraft were forthcoming, and on June 6, 1979, the *E.V. McNeill* was christened at Kingston, and the following year, an impressive thirty-two-foot Fibreform cruiser was added to the fleet as the *W.H. Clark* at Little Current where the old *Manitou* had served so many years before. In 1981,



*New OPP watercraft. left, the General Williams at Midland; right, the W.H. Clark at Little Current.*

the *Eric Silk* was launched to serve at Kenora, followed by the *H.H. Graham*, a magnificent thirty-three-foot cruiser with a beam of thirteen feet and weighing some twenty tons, which was to be based at Tobermory.

The training of force personnel assigned to marine duties was conducted each spring at Geneva Park on Lake Couchiching and on the Lake of the Woods at Kenora. With the boat crews, the OPP helicopters and SCUBA teams participated in search and rescue exercises. Corporal Porpealia of the Training Branch was succeeded as force divemaster in October, 1978, by Corporal R. W. Hancock who was assigned to the Auxiliary Police Branch at general headquarters.

Exciting new equipment was becoming increasingly available to law enforcement agencies, and the provincials of Ontario were keeping pace with the best. Following the lead of the Royal Ulster Constabulary who had developed a mechanical robot for handling explosive devices, the OPP acquired two of the electrically-operated units in January, 1979. The six-wheeled, remote-controlled robots were equipped with closed-circuit television cameras to serve as eyes for the operator, and the machines were so constructed that they were capable of picking up objects, opening doors, and even scaling low walls. For the handling of suspected explosive devices, the robots had the ability, through an x-ray installation, to "see" through a half inch of steel for an internal view of the object. In the Central Records and Communications Branch, crime detection aids such as the Electro Static Detection Apparatus (ESDA) had been acquired to scientifically expose indented writing. The OPP had been the first police force in the world to purchase and

put into operation in 1977 an argon ion laser for the detection of fingerprint evidence. The original research leading to the development of this most sophisticated break-through had been done by Brian Dalrymple of the Forensic Identification Services Section of the force in conjunction with the Xerox Corporation Research Centre. J.F. 'Bud' Hinds of the forensic section had already gained wide repute among forensic scientists and analysts for his development of the means by which fingerprints could be detected and recorded on human tissue—an undreamed-of boon to investigators in cases of strangling, for example.

During 1979, the Photographic Laboratory Unit under Staff Sergeant G. Powers initiated a fully automated colour film processing capability. In 1980, two members of the Special Investigations Branch completed extensive training to put into operation the first OPP polygraph unit, and during that first year, fifty-nine subjects were examined with respect to criminal cases which ranged from theft to murder. The force had come a long, long way from the early days when the Pinkerton cabinet represented the entire provincial police investigative support.

To respond to the many complaints of motorists that buses and heavy transport trucks were disregarding the speed limits on provincial highways, the Transport Branch provided a number of patrol cars stripped of the regular roof bars which bore emergency flashing lights and by which police cruisers were so readily identified. A reversion to black car roofs on these special vehicles gave the cars an added advantage of relative invisibility despite the retention of white doors and OPP insignia. During 1979, in Southern Ontario where the program to curtail speeding of larger vehicles was put to the test, nearly forty thousand commercial vehicles were stopped and more than thirty thousand drivers were charged. The first radar units capable of detecting and recording speeding vehicles from a moving police cruiser had been put into service in 1976 and were of great assistance in further reducing the excessive speed still considered a primary contributor to the high accident toll on the highways.

Reducing that toll was the *raison d'être* of the OPP Traffic Division which optimistically embraced every conceivable means to attain the objective, from sophisticated radar to aerial patrols, and from the use of decoy cruisers to unmarked patrol cars. The Breathalyzer had provided police with a dependable and accurate means of restricting the driving of those whose abilities had been impaired by the consumption of alcohol, but the high cost of these

instruments and the requirement for highly qualified technicians to conduct the tests had limited the ready availability of this excellent enforcement tool.

When the Alcohol Level Evaluation Roadside Tester (ALERT) was introduced in 1979, the means to reduce the number of drinking drivers using the highways was at hand. The public acceptance of the program was excellent, and by mid-1980, the enforcement was in full swing with 150 ALERT machines being carried in highway patrol cars. A motorist suspected of having imbibed to the degree that would affect his driving ability was requested to blow into the small instrument, and the machine would instantly indicate a 'pass,' 'warn,' or 'fail' readout. A failure reading would usually be followed by a trip to the nearest detachment for the more sophisticated Breathalyzer test. Thus, many more suspected drivers were made subject to immediate roadside testing without the inconvenience of having to undergo unnecessary Breathalyzer examinations.

Transportation equipment was constantly being improved as well, and the force acquired a much-needed new forty-seven passenger Prevost highway bus in 1979 for moving large numbers of officers quickly. Equipped with police and CB radios, the vehicle was capable of ranging seven hundred miles without refuelling. At the detachment level, two motorized tricycles were provided at Wasaga Beach in 1981 to enable the provincials to serve the thousands of tourists who flocked to the extended beach area each summer. There were times, however, when the fine, new and sophisticated instruments of police transport were put aside for the older methods; a ski patrol was organized at Nakina detachment for access to areas treacherous for snow vehicles. In the new city of Kanata that had sprung up in Carleton County near Ottawa, vandalism had become a problem; when Mayor Wilkinson proposed a different method of patrol to combat the trend, two brand new bicycles were provided for the provincials and proved successful in reducing crime and in improving community relations. Gaining the use of equipment not provided by the force, but needed nonetheless, proved of little inconvenience to members of an organization where resourcefulness had been a necessary attribute since the earliest days. In 1949, for example, an enterprising Provincial Constable B. Soroka of Englehart had built himself a snowmobile from discarded aircraft parts. When a cattle transport truck overturned on Highway No. 11 near Huntsville on April 23, 1981, Provincial Constable J.F. Cosgrove found himself with nearly seventy head of



cattle at large and a veritable stampede of some twenty-five beasts in the southbound lanes of the highway. OPP reinforcements came quickly, along with crews with fencing to attempt some containment of the herd, and for more than twelve hours, the rodeo included steer wrestling by less-than-experienced provincial police cowboys. To complete the last roundup, Cosgrove was provided with a suitably docile horse by one volunteer cowhand, A.L. Cronk (who was later to become a member of the OPP).

Resourcefulness was demonstrated in other ways. Provincial Constables R. Young and D. Davis were sent to the Queen Elizabeth Way where a cow had fallen from a truck. They found the poor creature cut and bruised and with a severely swollen udder. Davis, a farmer before joining the provincial police in 1974, led the suffering animal to the fenceline and no doubt to the entertainment of passing travellers, milked the cow to relieve her distress.

Not all God's creatures welcomed the ministrations of the provincials, for like postmen, police officers were uniformed and considered fair game for the more aggressive canines in the community. Not since the days of Orval Shaw and his escapades had newspaper cartoonists more enjoyed poking a bit of good-natured fun at the provincial police than when Provincial Constable G. Dougherty was seen off by a farmer's dog near London. Unable to catch the



*Provincial Constable Soroka and his homemade snowmobile.*



*Provincial Constable Cosgrove: a highway cattle roundup.*

fleet-footed officer, the beast sank his fangs into the rear tire of the cruiser and for a time, immobilized the modern and sophisticated equipment of a highly professional police force.<sup>3</sup>

## 2

Commissioner Graham had several means at his disposal for extending recognition to those whose services were deemed noteworthy in the interests of law enforcement in Ontario. He was able to initiate and endorse recommendations for awards from the federal government (the Medal of Bravery), from the provincial government (the Ontario Medal for Police Bravery), and from several important organizations which recognized a citizen's service to his fellow-man. Graham was also possessed of the means of granting, to members of the force which he commanded, the Commissioner's Certificate of Valour and a commendation to be published in Police Orders. For those assisting members of the OPP there was the coveted Commissioner's Citation which, in 1979, was awarded to a civilian member of the force: Civilian Radio Dispatcher (CRD) P.J. MacVicar of Snelgrove who, through her actions over a period of two months in 1978, had caused a number of criminals to be brought to justice. One of these was a rapist who was later sent to the penitentiary. On February 4, 1980, Patricia Jean MacVicar was sworn in as a provincial constable.

In 1980, the commissioner sought additional ways to publicly acknowledge outstanding service, and two new awards were inaugurated. A Certificate of Commendation, to be awarded to anyone, member of the force or otherwise, approved by the commissioner, was first presented on June 17, 1981, to Provincial Constable D.A. Willis of Nipigon. The Ontario Provincial Police Award for Bravery took the form of a certificate to be presented to any person who displayed courage in the protection of life or property and was not limited to uniformed members of the force. During 1981, six Awards for Bravery were presented to members, and the award appeared for a time to have taken the place of the Commissioner's Certificate of Valour which had not been conferred since 1978.

When three men armed with rifles chose to hold up the Royal Bank in Bruce Mines on the afternoon of February 21, 1980, they chose the wrong town at the wrong time. An alert citizen spotted the trio and stopped a passing OPP cruiser driven by Corporal

H.A. Kerns of Thessalon. Kerns immediately summoned the help of Provincial Constables D.C. Potter and G.P. Hunt and they waited for the bandits to leave the bank. A fourth provincial, E.A. Shewan of Thessalon, just happened to be in Bruce Mines on his day off, and when he, too, learned of the robbery in progress, he stationed his car near the bank. When a man wearing a mask and carrying a rifle ran from the rear of the bank building, Shewan gave chase, tackled the robber, and made his arrest. The other officers arrested the other bandits at gunpoint as they walked through the rear door of the bank. Through the swift and courageous action of the provincials, the bank robbers had been apprehended, the stolen money recovered, and a potentially dangerous situation defused without injury to anyone. The four officers were presented with the Ontario Provincial Police Award for Bravery by Deputy Commissioner Grice on July 8, 1981.

Commissioner Graham occasionally bestowed other, less formal honours, and on May 26, 1980, took pleasure in presenting to Premier William Davis a badge and warrant card proclaiming him an honorary commissioner of the OPP. A similar "appointment" was bestowed upon Lieutenant Governor McGibbon during her term of office, and when she retired from the viceregal post in 1980, she was presented with an OPP commemorative sword by the Commissioned Officers Association. The new lieutenant governor appointed at Queen's Park on September 15, 1980, was John Black Aird.

The award of the OPP Long Service and Good Conduct Medal continued as a reward to uniformed members of the force for loyalty and dedication, for twenty years of service, and in recognition of good behaviour for at least ten years preceding the granting of the award. There were occasional deviations from the normal procedures which must have caused the Commendation and Awards Committee some contentious moments, such as the award to Provincial Constable S.J. Baird. Appointed to the provincial police in 1975 when the Campbellford Police Force had been absorbed, Baird had served with the provincials only a year or so when his recommendation for the award of the twenty-year medal was considered. His former police service in Campbellford where he had served since 1952 was taken into account, and Baird was presented with his medal on July 15, 1976.

The award of the long service medal on February 29, 1980, to Superintendent Foley reflected his twenty years of service since he became a provincial constable. Foley, however, had been appointed



to the provincial police as a civilian on June 28, 1949, and on April 1, 1959, "Identification Technician John Frank Foley, Criminal Investigation Branch, General Headquarters, was promoted to the rank of Provincial Constable..."<sup>4</sup> He had served the force continuously for more than thirty years to earn his twenty year award.

At a ceremony held in South Porcupine in 1981, the Commissioner's Citation was awarded to one who had rendered assistance to members of the provincial police for many years. Father Arthur Lavoie had been a priest in the far northland of Ontario since he was ordained in 1932 and was sent to Attawapiskat the following year. Five years later, the priest had moved to Fort Albany on James Bay where he remained for the next forty-three years. During all this time, when a visit from a provincial constable was a rare event, Father Lavoie provided shelter and sustenance for his visitor whenever he happened into the priest's remote area. During those years, he had served the native people as pastor, doctor, and dentist. He had undertaken and completed the stupendous task of translating the Holy Bible and prayer books into the Cree language.

Other decorations were more subtle. At the foot of Jarvis Street in Toronto where it intersects with Queen's Quay, large, ocean-going ships are berthed for lading. Across the street lies the OPP Transport Branch in whose large, fenced-in property, new black-and-white police cars await assignment to the more than two hundred field offices of the force. When the *Presidente Allende*, a ship of Cuban registry, was berthed there in June, 1980, the glorious summer weather encouraged the ship's master to spruce up his vessel and he set his crew to spray-painting his upper deck an attractive "harvest gold" colour. The soft summer breezes off Lake Ontario that day decorated more than three hundred provincial police cruisers with tiny specks of harvest gold. Superintendent Kotwa conceded that this was an inconvenience to his operation. The cost of restoring the vehicles to their less-glittering appearance was estimated at \$75,000, and there was much haste in taking the legal steps necessary to secure a \$100,000 bond from the captain before his shiny ship could depart the harbour waters.

Recognition and honours came to members of the OPP in many ways. Deputy Commissioner Erskine became the president of the Royal Canadian Military Institute in 1981, following, as it were, the footsteps of Major General Williams who had attained that honour in 1922. When Sergeant W.W. Sulston of Special Services was granted his Master of Arts degree in Criminology from the University of Toronto in September, 1980, it marked the comple-



tion of no less than fifteen years of study *in his own time*. Provincial Constable J.J. Chalmers of Westport, who was able to gain a leave of absence for three years to further his education, graduated from Queen's University in 1979 with a law degree. After articling with the Ministry of the Solicitor General and then successfully completing his bar examination course, Chalmers was called to the bar of the Supreme Court of Ontario. He left the force in July, 1980, to join David E. Spring as a solicitor in the Legal Branch of the ministry under the director, John M. Ritchie, QC.

## 3

The Ontario Provincial Police played a small but proud part in an event that touched the hearts of every Canadian in 1980 when Terry Fox set out to cross his vast country from the Atlantic to the Pacific. The twenty-two-year-old youth from Coquitlam, B.C., who had lost his right leg to cancer three years before, had set out to run the 5,200 miles in aid of the Canadian Cancer Society, and when he arrived in Ontario at Hawkesbury, the OPP was the honoured escort to accompany him during his time in the province. The story of his dogged and courageous determination is well-known, and his fellow Canadians watched his progress with great pride and quiet encouragement until he was forced to abandon his crusade at Nipigon when his health failed him. A portion of the highway in the north was renamed the Terry Fox Courage Highway to commemorate this moving event.

## 4

The effectiveness of the provincial police force had, for many years, placed great dependence upon communications, even from the earliest telegraph and telephone days; the postal service, too, had played an important part. When the radio system had been inaugurated in 1947, it had been considered the most modern police advance yet developed. Continual upgrading of the system as new techniques became available, and the addition of other methods such as wire services, had effectively kept Ontario's decentralized police force unified by communications through the ensuing years. By the seventies, however, technological advances had so far outstripped even the most sophisticated modernization of exist-



*Terry Fox.*

ing facilities that new means of police communications were demanded. In 1974, the OPP and the Ontario Police Commission had joined in a venture to review the entire scope of police communications in the province, and Inspector R. Kowal headed up a team composed of Sergeant R.L. Johansen, Corporal M.A. Gregory, and Provincial Constable R. Erskine of Oak Ridges, and R.C. Lindsell of Port Credit.

The Central Records and Communications Branch was divided, and the Telecommunications Branch came into being in 1979 under the direction of a professional engineer, Lloyd Collison. The Communications System Development Group, an extension of the original study team, was led by Sergeant Johansen and was a section unit of the newly formed branch. When the proposed multi-channel radio system developed by the group was approved by the commissioner in 1979 and government funds were earmarked for the scheme, the group set out to bring the whole new communications concept to reality. The task was a massive undertaking, requiring the erection of microwave towers in many parts of the province to ensure total Ontario coverage—an undertaking not without resistance from well-meaning but nonetheless ill-advised environmentalists. Major structural alterations and reinforcements to existing radio rooms at district headquarters were necessary to cope with the new operating equipment. The relocation or reassignment of civilian radio dispatchers was seen as another result of the new program. In 1980, the provincial government approved the expenditure of \$24.4 million to see the system inaugurated by March, 1983, with the end of that year set as the target for the entire system to come into operation.

Other changes were occurring within the force, and a professionally administered force library finally came into existence in general headquarters in January, 1979, with the arrival of Mrs. C.G. Dingman, M.L.S.; before long, a well-catalogued reference library was available to all. Even as the ranks of staff superintendent and sergeant-major were disappearing from the rolls of the provincial police as incumbents were promoted or retired, a new breed of detachment commander emerged. For the first time, the larger detachments of the province came under the command of inspectors when G.K. Leighton, A.M. Penrose, H.C. Fawcett, and R.C. Spicer were promoted on April 1, 1981, as commanders in Essex, Ottawa, Downsview, and Kingston respectively. Each had a detachment many times larger than the entire police districts of earlier years.

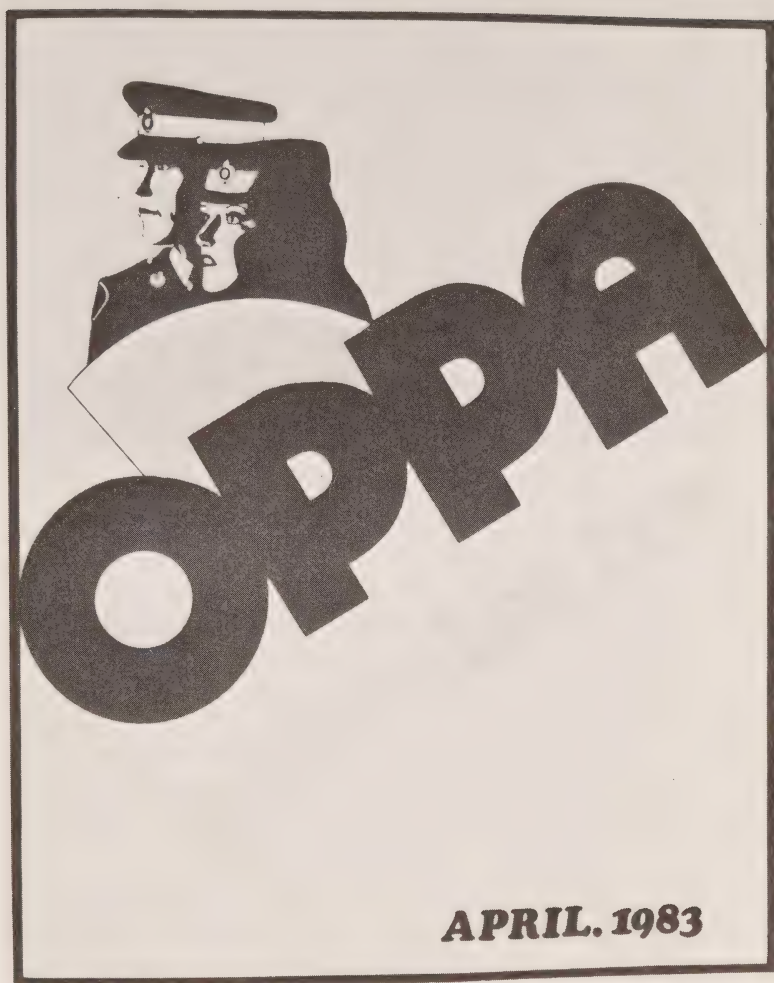
Civilian members continued to assume a very large proportion of headquarters functions at district as well as at general headquarters offices. In managerial and clerical capacities, they managed the offices and served as highly esteemed personal aides to many in senior uniformed positions. Mrs. M.A. Vanvolkenburgh and Mrs. M. Lefebvre filled the top posts in the offices of the deputy commissioners, and each assistant commissioner enjoyed the support of a personally selected secretary. While most branch heads were uniformed members, their section heads in many cases were civilians. In 1980, there were no fewer than 321 civilian members of a total GHQ staff of 695, excluding the Ontario Government Protective Service. In the Intelligence Branch, civilian Special Constable C.J.D. Chamberlin fulfilled a special need. Daily, he listened to and transcribed highly confidential and critical tapes of recorded conversations with a skill few could match, for the quality of some recordings challenged the most acute listener. Classed as an expert in his area of endeavour, Chamberlin was the only blind member of the OPP and said to be the first blind policeman in Ontario.

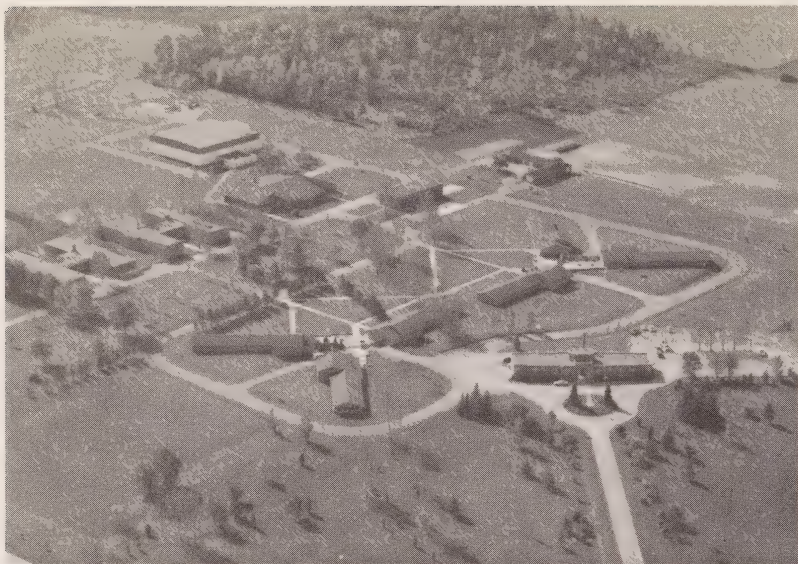
The OPPA continued to represent all uniformed non-commissioned members of the force, while the civilian members belonged to the Ontario Public Service Employees Union (OPSEU). In 1979, the OPPA compiled and published a history of the association to celebrate twenty-five years of service to the constabulary and in 1981, began publishing and distributing the *OPPA Newsletter*.

## 5

When the Ministry of Government Services rejected the school in Brampton in 1974 as a potential site for the relocation of OPP training facilities, hopes for a new academy dimmed. With the government bound by the strictures of economic restraint, the chances for any improved facilities in the near future seemed unlikely. For a brief time in 1978 there was a glimmer of hope when some eminently suitable land was identified and acquired near Barrie, but it was then learned that the force would be able to secure some temporary quarters in Brampton. The Adult Training Centre operated by the Ministry of Correctional Services was to be phased out of service in 1979, and the provincial police were to have use of the premises for five years. When two years had passed with only minimal renovations having been carried out and with no sign of taking possession, a frustrated Commissioner Graham







*The Provincial Police Academy at Brampton.*

sought some extension of occupancy, once gained, beyond the five year period.<sup>5</sup>

The Training Branch finally moved to Brampton in August, 1981, to what seemed like palatial quarters when compared to the much-renovated old mansion on Sherbourne Street. There were fifteen spacious buildings on the ninety-seven acre campus, including six dormitories of private student rooms capable of accommodating 120. Other buildings housed four complete classrooms and twenty-four syndicate rooms. A large, modern cafeteria and a fully equipped gymnasium building added to the facilities, as did a soccer field, an athletic track, and a baseball diamond.

The first students began training at the new college on September 8 under the director of the Training Branch, Staff Superintendent Blucher, and a staff of able instructors. On October 16, with due ceremony, the new Ontario Provincial Police Training and Development Centre was officially opened by Premier William Davis, who was attended by the solicitor general, the Minister of Government Services, and the mayor of Brampton. For the premier's brief tour of inspection, displays were arranged: a TRU van, a new OPP cruiser, SCUBA equipment, and the refurbished "Car One." Mr. Davis, in whose riding the new facility was situated, had one of the campus streets named in his honour; he no doubt

observed that the cafeteria, the newest structure on the complex, had been dubbed Graham Hall.

With the new college came quarters earmarked for the resurrection of the OPP museum which had been crowded out of the space allotted at GHQ and its artifacts and exhibits committed to interim storage in crates. Great were the plans for the new museum, but the unsuitability of the allocated space precluded fulfillment.

From an operational standpoint, the new training establishment provided another very useful adjunct to OPP capabilities. The Helicopter Section which had, for a time, been based at the relatively remote King City Airport, was now provided with complete facilities adjoining the academy. The section became, probably for the first time, a truly self-contained unit capable of servicing its own aircraft, and a Senior Air Engineer, Douglas Thurlbeck of the Transport Branch, was assigned to the unit.

## 6

For a police force so widely dispersed as the OPP, a gathering of the men into a large group for any but the most unexpected or disastrous of events was a rarity. When the danger of industrial insurrection had seemed to exist in Hamilton during the immediate postwar years and many provincials were gathered together there, Commissioner Stringer had seized upon the rare opportunity to order an inspection parade and marchpast. It had been in Hamilton, too, that great numbers of the Provincial Civil Defence Auxiliary Police Force had gathered in April, 1956, to be sworn in.

In 1981, the auxiliaries saw an opportunity to participate in one of those rare occasions, the gathering of police officers for a ceremonial parade. Adopting the theme "Twenty Years of Dedication," commemorating the anniversary of the corps, they planned a real get-together—a three day weekend celebration at Queen's University in Kingston. On Friday, June 14, members of the seventeen auxiliary units, from Essex in the west to Long Sault in the east, and from as far north as North Bay, began to gather in Kingston, checking in at the university. There were nearly five hundred of them.

As the sun began to shine through the Saturday morning overcast, the units fell in on the parade ground at Queen's, and while the OPP pipe band played, guests arrived and the auxiliaries did their last-minute adjustments to their uniforms. At precisely 2



P.M., Commissioner Graham arrived and was met with a magnificent sight: five hundred officers wearing the uniform of the Ontario Provincial Police Force Auxiliary arrayed before him. The commanding officer of the parade, Auxiliary Superintendent Wigle, and Auxiliary Sergeant Major R.G. Patterson accompanied Graham as he made his inspection of each member. Returning to the reviewing stand, the commissioner returned the salute as the OPP Auxiliary Police marched past, unit by unit. On the stand with the commissioner stood Deputy Commissioner Erskine, Assistant Commissioner Lidstone, and Superintendent Gray, with honoured guests, Flora MacDonald, M.P., and Keith Norton, M.L.A. It was a splendid parade.

A banquet that evening and a special breakfast and fellowship service the next morning, conducted by the auxiliary chaplain, concluded the weekend activities. The members, all volunteers, made their way home after having taken a part in the "Review of the OPP Auxiliary Police, 1981."

Until 1977, the Auxiliary Police Branch had been commanded



*The 1981 Review of the OPP Auxiliary Police. Deputy Commissioner Erskine, left, accompanies Commissioner Graham on his inspection.*



by Chief Inspector Fullerton, who was then succeeded by Chief Inspector G.W. Hickingbottom. When the branch was renamed the Field Support Services Branch in 1979, it was greatly expanded under the director, Superintendent John Gray, to include the Canine Search and Rescue teams, Tactics and Rescue Units (TRU), Underwater Search and Recovery teams, and the pipes and drums band. Staff Sergeant R.S. Stevens was given charge of the auxiliary police section.

## 7

From the earliest days of the Ontario Provincial Police, members had found themselves assigned to duties relating to the relief of distress caused by forest fires in Northern Ontario: in Cochrane in 1911, in Timmins in 1912, and in the great Temiskaming fire of 1922. Over the ensuing years, techniques had been developed and advanced to provide authorities with early warning of forest fire danger and the capability of coping with most outbreaks. When lightning started a small, three-acre bush fire in Temagami on the afternoon of May 17, 1977, it was discovered almost immediately. The crews sent to extinguish the flames were unable to contain the blaze, and other fires sprang up. Conditions worsened, and it was not until June 2 that the fire was eventually controlled. More than twenty-seven thousand acres of bush had been destroyed. The OPP had rendered all its available help, including the services of the launch *George Caldbick* and crew, to the Ministry of Natural Resources, and had taken an active part in the evacuation of threatened camps. The town of Temagami had narrowly escaped destruction. Another fire that month destroyed much of Cobalt.

The largest air evacuation of civilians in Canadian Forces history occurred in May, 1980, when the northern communities of Red Lake, Balmertown, and Cochenour were cleared of four thousand residents living in the path of a devastating forest fire known as Red Lake Fire No. 14. Again the OPP played an important part in the emergency. The fires eventually consumed more than 130,000 acres of forest and destroyed numerous buildings and logging machinery; the fire had been controlled within two kilometres of Red Lake and one of Balmertown.

Assistance to other agencies had long been an important role of the provincial police, and over the years, a number of specialized units in addition to the CIB had been developed to aid other police

forces. Liquor law enforcement had been provided since the earliest days, and the Anti-Gambling Branch had come into being as society demanded a curtailment of such debauchery as gaming and other entertainments offered by disorderly houses. The efforts to suppress clubs engaged in games of chance had led to the much-publicized Roach Royal Commission in 1961, and the Anti-Gambling Branch had become well known by the publicity which its activities generated. As a unit of the Special Investigations Branch of the OPP, the Anti-Gambling Section was disbanded in 1981; the need for additional investigators and undercover police officers was more strongly felt in other areas of force endeavour, and the government remained adamant in restricting public service growth. Another victim was the Liquor Laws Enforcement Section, charged with providing "... expert enforcement assistance, including undercover investigations to the Liquor Control Board of Ontario, Liquor License Board of Ontario and to all police agencies when requested, in all phases of liquor law enforcement in Ontario."<sup>6</sup> Incredible as it may seem, the strength of the section was reduced to one officer.

The Special Investigations Branch headed by Superintendent W.R. Bennett and Inspector G.H. Alexander continued to provide assistance to the Ontario Racing Commission and maintained the Auto-Theft and Drug Enforcement Sections to assist both OPP units in the field and other police forces. The joint forces Pornography Section continued to aid other agencies in suppressing the supply and distribution of obscene materials. An Operational Services Branch was created in 1981 "... to provide an operational support service to criminal and intelligence investigations in the form of electronic surveillance coordination, surreptitious photography, physical surveillance, polygraph and computer services."<sup>7</sup> The new unit was headed by Inspectors R.W. Faulhauser and W.R. Patterson and was made up from sections which were formerly part of the Intelligence and Security Branches.

When a Canadian Pacific Railway derailment occurred in Mississauga a few minutes before midnight on November 10, 1979, and ensuing explosions, fire, and the escape of dangerous chemicals endangered the community, the provincial police had rushed to offer assistance to the Peel Regional Police Force. When a great part of the city of 250,000 was evacuated, the force assisted in many ways with the removal of evacuees and the security of the ghost town thus created. The only helicopter in Ontario equipped with a 3.5 million candlepower lamp capable of lighting up an entire city

block was the OPP machine flown by Staff Sergeant Abra.

When the Town of Alexandria needed provincial police help in September, 1980, Corporal D.J. Larouche of Manotick was sent to serve temporarily as chief of police. He remained in the post for many months, commuting to his home 130 kilometres away at weekends. During his tenure as chief, Larouche guided the small force through a difficult labour strike at a local plant and made several improvements much appreciated by members of the Alexandria police and town fathers alike.

Staff Superintendent Jolley was no stranger to the difficult task of assuming a chief constable's duties, having done such a magnificent job in Vanier City in 1975. He was a natural choice to be assigned the post of police chief in Tillsonburg in 1981 while difficulties in the force there were being investigated by the OPP at the request of the attorney general. Joll  y remained as chief for eight months.

The cooperation between police and other agencies was probably best exemplified in 1981 when the chateau at Montebello, Quebec, was chosen as the site of the World Economic Conference in July. For four days, the heads of governments of the world's seven leading industrial nations would be gathered together in one place, and to those charged with their protection, the task was awesome. Together, the Canadian Forces, the OPP, the Quebec Police Force, the Ottawa City and Gloucester Township Police Forces, and the RCMP provided more than three thousand officials for the operation. There was to be protection of the air and ground corridors between Ottawa and Montebello, of the skies above the conference site which had been prohibited to unauthorized aircraft, and of all approaches to the chateau by land in Quebec and by the waters of the Ottawa River. The OPP Detail of 171 members was commanded by Staff Superintendent McBride of the Security Branch, while others involved included Superintendent W.E. Mohns, Staff Sergeants A.A. Boley, A.F. Maksymchuk, and W.E. Kotva and Sergeants N.A. Needham and G.R. Holmes, to name but a few. Canine Search and Rescue teams were on hand, as well as the superbly-conditioned TRU teams, while force helicopters and watercraft were kept busy with their assigned duties. It was with a great sigh of relief that those responsible saw the safe departure of the dignitaries: President Reagan of the United States, Prime Minister Margaret Thatcher of Great Britain, President Mitterand of France, Prime Minister Spadolini of Italy, Chancellor Helmut Schmidt of West Germany, Prime Minister Suzuki of

Japan, the president of the European Economic Community, Gaston Thorn, and Canada's Prime Minister Trudeau.

When Her Majesty the Queen Mother visited Toronto in the summer of 1979, the security required for the protection of this beloved monarch had been much less stringent and was shared by the Metropolitan Toronto and the Peel Regional Police Forces, the RCMP and the provincials. The only unscheduled incident connected with the visit occurred on June 30 when one of the OPP motorcyclists assigned to traffic duty with the royal cavalcade on Highway 401 was injured in an upset. Provincial Constable W.R. Dennis of Port Credit had been hospitalized for only five hours, but two days later, at the Queen Mother's request, the bandaged constable and his wife were presented to Her Majesty.

The protection of Ontario's lieutenant governor and the premier was an ongoing responsibility of the Security Branch. Premier Davis travelled to England, Belgium, Holland, and Greece in September, 1979, accompanied by Corporal Peter Balog, while Detective Sergeant Guay preceded the tour to make security arrangements. The same officers were similarly responsible for the duty in 1981 when the premier flew to Australia, New Zealand, and Fiji. Assigned to the lieutenant governor were Corporal W.G. Glassford and Provincial Constable L.J. Hassberger who was replaced by Provincial Constable F.L. Giffin in December, 1981. Other OPP travellers in 1981 included Chief Superintendent MacPherson of the Policy Analysis Secretariat who attended the Governor's Day ceremonies at the Police Staff College in Bramshill, England, on behalf of Commissioner Graham.

## 8

Provincial Constable D.T. McAleese had been stationed in Simcoe for more than four years and was conscientiously concerned for the well-being of the area he policed, even as he had been when he was named one of the Citizens of the Year in 1975 in Acton with his detachment colleagues. When a telephone call to his home on January 23, 1980, offered promise of information about possible drug activities, he readily agreed to meet the caller in Delhi. After waiting in vain for some time in a cafe on Delhi's main street, the constable was about to return home when his contact arrived in a pickup truck. As McAleese approached the vehicle, he was shot



nine times and his assailant, in a hurry to flee the scene, drove over the prone constable before disappearing into the night.

There had been eye-witnesses, however, and the police dragnet resulted in the arrest a few hours later of thirty-three-year-old Robert Bruce Mitchell by Provincial Constables D. Hyndman of Simcoe and D. Crane and J. Pickering of Norfolk. Mitchell was charged with the murder of McAleese. Apparently the accused man had borne a grudge against the constable ever since he had been arrested a year earlier for impaired driving and blamed McAleese for all the misfortune that had befallen him since. It was alleged that he had deliberately "set up" the provincial for the purpose of killing him. When the case finally came to trial in the Supreme Court of Ontario at Newmarket in January, 1981, before Mr. Justice Steele, the jury returned the verdict of not guilty by reason of insanity, and Mitchell was ordered into custody at the Penetanguishene Mental Health Centre.

Less than a month after McAleese had been so brutally slain, Provincial Constable G.H. Bennett of Orillia died on February 12 from injuries sustained while performing his duty on a snowmobile. Before the year had ended, Provincial Constable T. Hicks of Sudbury died on November 7 of injuries resulting from a motor vehicle accident which occurred while he was on duty. The roll of provincial policemen who lost their lives in performing their constabulary duties continued to grow.

The first page of the first issue of the *OPP Review* for 1980 had been devoted to the murder of Duncan McAleese. The first issue of 1981 began with the report of the murder of another provincial constable, the victim of a rampage of violence which began during the early morning hours of January 2. A car occupied by two young men stopped for gasoline at a highway service station near Burk's Falls, and after the tank had been filled, one of the men shot and killed the attendant, Chester Blackmore. The first reports suggested a hit-and-run occurrence and provincial police to the south were advised to watch for the vehicle involved.

Some time later, Provincial Constable R.M. Verdecchia of Huntsville, who was patrolling the highway some ten miles south of town, stopped to check a car that had gone off the road into a snowbank at an interchange. As he alighted from the cruiser, a shot fired from the car knocked Verdecchia to the ground, and the gunman got out of his car and shot the officer in the head. Two young men then carried the lifeless body and dropped it behind a snowbank. Using the cruiser to free their own car, the men then took

the police car to a private driveway where it was abandoned, and they continued their flight south.

It was nearly 2:30 A.M. when Provincial Constable N.J. Hurtubise of Orillia stopped a southbound car for inoperative tail lights. As the constable approached the driver's side of the vehicle, several shots were fired at him and he was hit four times. As he staggered back to his cruiser, one man got out of the car and fired again toward the cruiser, but Hurtubise managed to draw his revolver and fire three times in the general direction of his assailants, and they fled. The officer was able to call for help on his car radio, and it was by the greatest good fortune that Provincial Constable J.D. Page was patrolling nearby. He reached his sorely-wounded colleague within minutes and headed for the Soldiers' Memorial Hospital in Orillia. Hurtubise was able to describe the vehicle he had approached, and all available police resources were mobilized. At 3:55 A.M., a likely vehicle was located apparently abandoned near Orillia, and before dawn, the massive police search of the area found two young men sleeping in an old van parked outside an auto body shop.

Joseph Schoenberger, aged seventeen, and Gary George Fitzgerald, eighteen, both of Windsor, were arrested in possession of a rifle and a revolver and charged with the attempted murder of Hurtubise. When questioned by the police, Fitzgerald led Detective Sergeant B.W. Cain and Provincial Constable M.A. Hayes to the place where the body of Verdecchia had been dumped. The two youths were charged in the murders of Chester Blackmore and Provincial Constable Verdecchia and sent to prison.

Neil Hurtubise remained in intensive care in critical condition for six days before his recovery seemed assured and he was finally sent home from hospital on January 19. It was to be a short convalescence under the circumstances; he returned to duty on April 29, less than four months after his ordeal.

On June 29, 1981, Provincial Constable Hurtubise was presented with the Ontario Provincial Police Award for Bravery by Commissioner Graham, who commended him "... for his strength and outstanding fortitude."<sup>8</sup> Constable Page, who was credited with saving his fellow officer's life, received the OPP Certificate of Commendation. On October 26, Hurtubise was presented by Commissioner Graham to Lieutenant Governor Aird and Premier Davis on the occasion of the presentation to him of the Ontario Medal for Police Bravery.

Another member of the provincial police died of his duty-related

injuries in 1981 when Provincial Constable K.M. Swett of Ottawa succumbed on July 17 after a motor vehicle collision. He was the fiftieth member of the OPP to have his name enshrined on the Honour Roll.

When a gasoline tanker collided with a road sander on Highway No. 6 on December 29, 1980, Provincial Constable R.T. Wakley of Burlington happened on the scene. Thanks to the courage and initiative of this off-duty police veteran of more than twenty years, the lives of two seriously injured victims of the accident were saved when he moved them away from an intense fire moments before the tanker exploded. His act of valour was recognized by the force on October 29, 1981, when he was presented with the OPP Award for Bravery. Ronald T. Wakley became the second member of the Ontario Provincial Police to be decorated with the Medal of Bravery by the Governor General of Canada on July 26, 1982.

The year 1981 was also marked by the induction into the Purina Animal Hall of Fame of "Lance," the third OPP dog to be so honoured. The specific event for which "Lance" was recognized occurred in October when, with his handler, Provincial Constable J.T. Murray of Casselman, he followed a trail more than six hours old in total darkness to find a woman lost in the Mill Pond Conservation area. The woman had become totally disoriented, and when found after three hours of tracking, was hopelessly tangled in the underbrush and absolutely terrified. The return trip took



*Ontario Provincial Police Auxiliary.*



*Teamwork. Provincial Constable Murray and "Lance."*



more than two hours, with "Lance" retracing the trail through the wilderness while Murray carried the exhausted woman.

## 9

The loss of police officers' lives had a profound effect on the community in which they had served. The citizens of Huntsville were stunned by the series of events which had occurred at the beginning of 1981, and a group calling itself the Concerned Citizens for the Protection of Huntsville's OPP Officers was organized with the intention of providing body armour for each member of the provincial police force there. Within two weeks, the fund, supported by donations, had already reached halfway to the goal of \$6000. From all over the province, letters from concerned citizens poured into the office of the commissioner and other police governing authorities requesting, even demanding, that Ontario's police officers be equipped with soft body armour. Solicitor General McMurtry advised correspondents that Commissioner Graham had already ordered the testing of protective armour for members of his force.<sup>9</sup>

The Ontario government agreed to the purchase of protective vests for the OPP, and testing began under the direction of a committee composed of the OPP, representatives of the Metropolitan Toronto and Peel Regional police forces, the Ontario Police Commission, and the Centre of Forensic Sciences. Inspector M.M. Green of the Policy Analysis Secretariat was the OPP representative. Green was a firearms expert who had served as force armourer for four years until he was succeeded by Provincial Constable L.E. Black in 1978. The committee had been formed only two weeks after Verdecchia's murder, and by the end of March, the study was concluded. Although the wearing of the new equipment was not mandatory, every member of the provincial police was measured for the garment and was provided with the ten-layered vest. There were few officers stationed in the field who failed to wear the new body armour.

Even before the committee had reached any conclusions, one provincial had discussed the matter with his wife after the events of January 2 and acquired a soft body armour garment at his own expense. Provincial Constable D.G. Summerhayes of Port Credit was soon to prove the value of such equipment in a way that had hardly been anticipated. One night, the constable's cruiser collided





*Senior Force Management—The Commissioners' Committee. left to right: G.A.A. DuGuid; C.A. Naismith; E.S. Loree; J.A. MacPherson (behind Loree); K.W. Grice; Commissioner Graham; J.L. Erskine; J.W. Lidstone; R.A. Ferguson; J.S. Kay.*

with a car he had been pursuing at a high rate of speed, and according to the doctor who treated him at the hospital, Summerhayes had been saved from severe chest injury by the vest he had been wearing.

To further protect police officers from the increasing violence of crime, the OPPA pressed for a policy providing for two men in patrol cars under circumstances deemed dangerous for one officer to handle alone. For a force as widely deployed as the OPP with its carefully controlled manpower complement, this was a difficult decision for management. Times had changed, however, and the tradition of working alone that had prevailed for the provincial police for so many years was no longer considered wise. A committee was formed in March, 1981, headed by Assistant Commissioner Lidstone, and composed of Chief Superintendents MacPherson and Chaddock representing management, with J.M. Kingston, the executive manager of the OPPA, and Walter E. Trachsel, the president, representing the association. Before the year had ended, a policy had been agreed upon and put into effect. In support of the program, the force was authorized by the government to recruit and train an additional 120 officers during 1982.

The OPPA also urged another trial of the "4-10" work week—a week of four ten-hours days. The system had been tested in

selected detachments in 1974 and 1975, but had been rejected as a province-wide concept. The idea had not been abandoned by force members, however, because so many of the men involved had found the shift arrangements and longer time off duty much to their liking. Another trial was ordered in 1980 for a full year to involve all detachments in No. 11 District with the exception of the municipal detachment at Rockcliffe Park. Staff Sergeant D.H. Moore and Robert Harris, a statistician with the Planning and Research Branch, were assigned to monitor the program. When the year had passed, no decision was immediately made by the senior force management as to the efficacy of the plan, and the trial was continued indefinitely. A further study to consider the costs and effects was ordered.

## 10

The report of a missing child is an occurrence dreaded by police everywhere and one that evokes a special response. When two-year-old Jennifer Stringer strayed from the home of friends at Bird Creek near Bancroft on November 13, 1981, the response was immediate, but as the hours passed and no sign of the little girl could be found, foul play was feared. When small footprints were discovered near the residence of Claude Plumley, a fifty-two-year-old recluse, officers went to the house to inquire, and in a tussle, one officer was wounded when Plumley shot him with a rifle. The recluse then fired more shots from a window of the house, shattering the side window of the police cruiser.

Detective Sergeant R.H. Graham came to the scene from Belleville, and not knowing whether the missing child was in the Plumley house or not, summoned the TRU team led by Provincial Constable Picket who arrived at Bird Creek at 2:15 A.M. At three o'clock, the team made the first assault on the house, but members were unable to gain the upstairs because the armed Plumley discharged his rifle down the staircase. The assault was abandoned and Corporal J.E. Beaubien of Bancroft, a trained negotiator, tried to make contact with the man without result. Even the canine team of Provincial Constable P.F. MacNeil and "Scout" were called to the scene, but they were not used. Finally, shortly after 5 A.M., teargas was employed, but even this failed to dislodge Plumley who continued to fire his rifle from an upstairs window at a police cruiser parked in the driveway. The police officers finally donned

gasmasks and made further assaults on the house before Plumley meekly surrendered. He had apparently been unaffected by the teargas. Of the little girl, there was no sign. Later in the day, she was found safe and unharmed some distance from the scene of the night's activities.

## 11

The first public news of Commissioner Graham's intention to retire came on September 5, 1981, in the *Toronto Star*. The article by Gwyn 'Jocko' Thomas reviewed Graham's remarkable forty-one year career with the Ontario Provincial Police and announced that the head of the force would be stepping down at the end of the month. Opining that a new commissioner would likely be appointed early in October, the paper reported fierce competition for the job. Although it had been assumed for some time that the commissioner would be leaving at the end of 1981, the newspaper story must have come as a surprise, suggesting that Graham's departure was imminent. The solicitor general was formally advised of Commissioner Graham's true intention on September 23, however: he planned to retire from the public service at the end of the year, but for health reasons, he would be leaving his post in October.<sup>10</sup>

By the end of 1981, the total strength of the Ontario Provincial Police stood at 5,207, composed of 4,025 uniformed members and 1,182 civilians, including the OGPS of 129 men and 18 women. The lack of growth (there had been 5,206 on staff on December 31, 1976) clearly reflected the restraint which had been demanded by the provincial government in the inflationary seventies. The force had grown by less than 4.5 percent between 1973 and 1981, compared to a rate of more than 70 percent in the preceding decade. In some years, the actual strength of the force declined from the previous year while at the same time the population of the province was increasing, and there was no lessening of the number of vehicles using OPP-patrolled highways. Yet in 1981, the number of motor vehicle accidents investigated by the force actually numbered three percent less than in 1980.

Harold Graham had led the force successfully despite the severe limitations in manpower and had been able to bring about the development of the specialized services needed to respond to the demands of social change. Senior force officers were trained to a

high degree of administrative professionalism, aircraft were brought into service, and the TRU teams represented the first response of the OPP to the anticipated spread of international terrorism. He had enlisted women into the ranks of the Provincial Police and created new programs such as the Ontario Government Protective Service and an Indian policing response such as the Province had never before experienced. Commissioner Graham had been a leader who relied heavily upon the expertise of his advisors whom he trusted implicitly and from whom he demanded and earned a fierce loyalty to himself and to the force. His awareness of the intricacies of personal relationships within the elitist police community stood him in good stead throughout his commissionership. A compassionate man who cared deeply for the well-being of his men, Graham had seen the emergence of an increasing militancy in the rank and file of his beloved force, a demand for an ever greater say in the management of the Ontario Provincial Police.

A tribute to Harold H. Graham was published in Routine Police Orders on January 2, 1982:

... Commissioner Harold H. Graham has led the Ontario Provincial Police Force through eight years of continual evolution, and it is with regret that we mark his retirement. ... under the guidance of Commissioner Graham, this Force has done more than simply keep pace with the times; it has become a major influence amongst police forces, providing a standard of excellence to which many forces strive. ... during his term as Commissioner, the Force as an entity has attained his personal standards of professionalism and mirrors his dedication to the society it serves.



# 23

## *The Times Change*

Throughout the history of the Ontario Provincial Police, the selection and appointment of each commissioner had been done in a very forthright way with little apparent indecision on the part of the government. Not every appointment had been immediately popular with members of the force, but all had been readily accepted as the choice of the political masters. Such was not to be the case in choosing the successor to Commissioner Graham. Aware that a new commissioner appointment would be necessary before the end of 1981 because the Public Service Act required the retirement of the incumbent upon reaching his sixty-fifth birthday, the government had begun a new selection process long before Graham's intentions had been made public.

A selection board composed of John Hilton, the deputy solicitor general, George Waldrum, chairman of the Civil Service Commission, and Rendall Dick, was convened and the commissioner ranks of the OPP were invited to attend. The two deputy commissioners, Erskine and Grice, as well as Assistant Commissioners DuGuid, Ferguson, Lidstone, and Naismith appeared before the board on July 6, while Assistant Commissioners Kay and Loree declined the invitations.

Expecting the naming of Commissioner Graham's successor as soon as the board had had the opportunity of making a recommendation to the minister, the force hierarchy was stunned to learn that another step in the selection process had been ordered by Roy McMurtry in his role of solicitor general—a step which was seen as degrading to the force and insulting to the candidates. The commissioner ranks were each asked to submit to an interview by a psychologist in the employ of the Metropolitan Toronto police commission, then by a board composed of representatives of other—mostly municipal—police forces headed by Chief J.W. Ackroyd of the Metropolitan Toronto force. The top officers of the prov-

incial police, each a holder of the Queen's Commission with more than thirty years service with the force, had already undergone extensive psychological testing and assessment by Hickling Johnston, Limited, an acknowledged top authority in the management consultant field, and deemed the entire new selection process humiliating. Some declined to submit to the new procedures and withdrew from contention.

Graham was as upset as the candidates by this apparent reluctance of the government to choose the head of the provincial police; instead, the Province of Ontario had seemingly abdicated its responsibility in favour of having the decision made by the representatives of municipal governing bodies. While there was no question that those representatives were capable police administrators, they had little or no experience in the policing of rural communities by a widely-deployed force, nor of serving the vast area of woods and lakes of the north. The commissioner sought reconsideration by the minister and even appealed to the Office of the Premier for intervention, but the die was cast and Graham was placed in the position of having to advise Chief Ackroyd that only Erskine, Lidstone, and Ferguson would appear before the newly-constituted board to compete for the commissioner's post.

Ackroyd's group made their recommendations to the attorney general late in October, but the year ended and Commissioner Graham's retirement became effective without his successor having been named. In the meantime, Deputy Commissioner Erskine served as the acting commissioner. The *Toronto Globe and Mail* brought the issue to the attention of its readers on January 9, 1982, with an article by Peter Moon citing sources within the force as condemning the waffling as detrimental to morale. The premier's office was approached by the journalist, but no answers were forthcoming; the decision, it was claimed, rested with McMurtry. The public concept of the provincial police could hardly have been uplifted by the newspaper's report of a "near mutiny" among the commissioner ranks of the force when the minister had ordered the psychological interview in the fall of 1981. The article concluded with the prediction that a forthcoming cabinet shuffle would see the appointment of a new solicitor general.<sup>1</sup>

When George W. Taylor, QC, a forty-four-year-old lawyer from Barrie and member of the legislature for Simcoe Centre, was appointed Solicitor General of Ontario on February 13, 1982, however, the appointment of the new head of the OPP had already been made.

## 2

James Laird Erskine was appointed Commissioner of the Ontario Provincial Police on February 12, 1982, by an Order-in-Council which made the appointment effective from September 25, 1981. The *Toronto Sun* had announced on January 29, 1982, that the decision had finally been made and that Erskine had been told of his promotion by Premier Davis the day before. Among the first to congratulate the new chief was his colleague of many years, Deputy Commissioner Grice.

Commissioner Erskine was born in Guelph, Ontario, on September 8, 1920, and during the Second World War, served overseas with 405 Squadron of the Royal Canadian Air Force. He was appointed to the provincial police as a probationary constable on September 17, 1945, shortly after his release from the services, and was posted to No. 4 District headquarters in Niagara Falls on January 3, 1946. He was promoted to corporal in June, 1953, and transferred to St. Catharines where he served until June, 1960, when he was promoted to the rank of inspector and transferred to the CIB. Erskine headed the new Anti-Rackets Squad from its formation in 1960 and gained a considerable reputation following his investigation of the fraudulent sales of counterfeit works of art in 1963. The new commissioner had been promoted to chief inspector in 1965, to staff superintendent in 1968, and to the rank of chief superintendent in 1970. In December, 1972, he joined the commissioner ranks as head of the Special Services Division and later commanded the Field Division before being made a deputy commissioner in 1975. In that year, he played a major part in the hostage-taking incident near Thamesford and had been successful in gaining the release of the captive children.

James Erskine served as president of the Quarter Century Club in 1976, being the fifth senior member of the force to do so, following in the footsteps of Commissioners Stringer, Silk, and Graham, and Staff Inspector Frank Kelly. He had been elected president of the Ontario Association of Chiefs of Police in 1978, the first time in the twenty-seven year history of the association that a member of the OPP had been so honoured, and at the time of his appointment as head of the provincial police, Commissioner Erskine was still serving as president of the Royal Canadian Military Institute. A graduate of public administration at the Univer-



*Commissioner J.L. Erskine.*

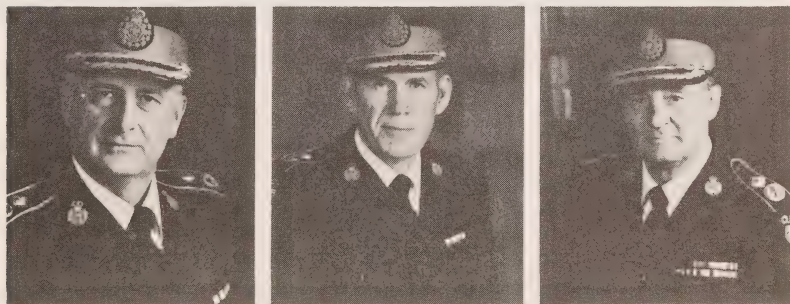


sity of Toronto, the new head of the provincial police was the chairman of the Ontario Traffic Safety Council, an executive director of the International Association of Chiefs of Police, and a member of the Canadian Association of Chiefs of Police.

Promotions were in store for the other aspirants to the post of commissioner; on February 2, Erskine announced that Ferguson and Lidstone were each being promoted to the rank of deputy commissioner, and for the first time, the OPP commissioner had three deputies. Grice was named senior deputy commissioner while Ferguson, who had been head of Special Services, became the deputy commissioner of field operations, and Lidstone was made deputy commissioner of special services, a shift from his former post as commander of the Field Division. Despite anticipations and contrary to the ambitions of many senior officers waiting on the sidelines, no further promotions were forthcoming; the rank of assistant commissioner was to be declared redundant and chief superintendents would command the divisions.

In his own office, Commissioner Erskine asked Mrs. Norma Martin (formerly Barger) to remain as his secretary along with Mrs. Carol Tanney, and Inspector Tree would continue to serve as the commissioner's aide. Angelo Sabatini stayed as the commissioner's chauffeur, although his duties were shared with Lakeshore Garage duty drivers outside of regular office hours. There was no wholesale reassignment of senior officers, and affairs proceeded with little or no disruption. Assistant Commissioners Loree, Kay, and DuGuid departed on retirement leave and their duties were assumed by their respective chief superintendents, Eady, McKendry and Chaddock; their ranks remained unchanged.

At the force mess dinner held in the officers' mess at the Canadian Forces College in Toronto on October 29, 1982, Commis-



*Deputy Commissioners. left to right: J.W. Lidstone; R.A. Ferguson; K.W. Grice.*



*The Mess Dinner. Top, F.L. Wilson and H.G. Campbell enjoy the occasion as, bottom, Commissioner Erskine receives the tipstaff from Commissioner Graham.*



sioner Erskine was presented with the symbol of his office, the tip-staff, by his predecessor in Commissioner Graham's last official act. For the first time, the commissioner was joined at the head table by two former commanding officers as Eric Silk, too, came to offer his congratulations. Until 1982, the mess dinners had been held annually at the Canadian Forces Base at Downsview, but the growing officer corps of the OPP now demanded larger facilities.

### 3

Members of the Ontario Provincial Police were called out when a Canadian Pacific Railway train carrying dangerous chemicals derailed near Orillia on February 28, 1982. The provincials first prevented public incursions into the area, then undertook the evacuation of some twelve hundred residents. Although the emergency lasted more than a week, no deaths or even injuries were reported, and the success of the emergency operation was evident.

The toll of provincial police lives lost continued to climb as Provincial Constable W.H. Smith of North Bay died on February 16 of injuries sustained while performing his duties, and Detective Inspector L.I. Foran of the CIB died under similar circumstances on May 4. Only five days later there occurred one of those incidents which shocked the people in Ontario's communities with alarming regularity—the violent and senseless murder of a police officer at the hand of a gun-wielding youth.

On King's Highway No. 9 near Arthur, late in the evening of Saturday, May 8, 1982, motorists became targets for a young man who stood at the side of the road and fired rifle shots at them as they passed. The windshield of one car was shattered, and calls to police brought Provincial Constables J.B. Henderson and R.J. Hopkins from Mount Forest.

When they arrived in Arthur, Henderson spotted a young man who appeared to be carrying a rifle in each hand. Stopping the cruiser, both officers got out and called to the man who immediately fired a shot and then fled. Hopkins was hit in the neck and fell to the ground, mortally wounded. Henderson fired shots and pursued the fleeing gunman, but lost him and returned to help his partner. Despite the efforts of others at the scene of the shooting, Hopkins died within a short time. The area was cordoned off by police, but the quarry had escaped.

A young man who identified himself as Breese gained admission

to a house in Arthur, and after boasting that he had just killed a police officer, fled in a vehicle taken from the premises. The report and a description of the car were telephoned to police by the shaken resident, and a Harriston Police Force cruiser occupied by Constable Ronald Faulkner and Auxiliary Constable William Greer gave pursuit almost immediately as the wanted car passed them. As they stopped the car, shots were fired at the constables who returned the fire before the lone fugitive fled on foot. He later stole a horse at a nearby farm and disappeared into the night. The provincial police TRU team from Mount Forest, under team leader Corporal G.G. Coleman, and a force helicopter flown by Provincial Constable Sedgewick joined forces to finally arrest the suspect.

Twenty-one-year-old Jeffrey Scott Breese, who lived with his parents in Arthur Township, and nineteen-year-old David Arthur Williams were charged with the first degree murder of Hopkins. The trial began in Guelph on October 12, 1982, and lasted for twenty sitting days before the jury returned with the verdicts. Williams was found not guilty; Breese was found guilty and sentenced to life imprisonment.

Richard Hopkins, a thirty-one-year-old veteran of more than ten years service with the provincial police, was a married man with two small sons. Although he had been wearing a "Second Chance" vest of protective body armour, the shot had struck his unprotected throat, causing the most grievous damage from which survival was impossible.

#### 4

For Special Constable Kim Coppaway of the Curve Lake Indian Reserve, his ordeal began on August 18, 1982, when he arrived at the home of Paul McCue and drove his cruiser into the driveway. McCue was on the roof of his house, armed with a shotgun, and ordered the constable to lay down his revolver. When neighbour Frank Knott saw what was happening, he called the OPP in Peterborough.

McCue permitted Coppaway to sit in his cruiser while he awaited the eventual arrival of the expected provincial police, even though the constable assured him that the OPP did not yet know of the occurrence. Declaring that as soon as the provincials arrived he was going to kill Coppaway, the intoxicated resident went on to say that he intended to take his own life as well. After a time,



however, McCue tired of waiting and told Coppaway he could go, and the constable drove away to intercept the officers he knew must be on the way by then.

The armed man came down from his roof and concealing a revolver behind his back, he threw down his shotgun and went to his neighbour's house and announced his intention of killing him. Knott grabbed his rifle and ran from the house to a nearby ditch, and when McCue emerged from the house, a gun duel ensued with each taking potshots at the other. When three provincial constables arrived, they rushed McCue and took him into custody. The constables, L.J. Harvey, J.E. Fairfield, and G.R. Wray were commended by the district detective sergeant, D.J. Woodbeck, for the way they handled the dangerous affair.

From time to time, the tide turned and it was the police officer who survived at the expense of another's life. George Clark, a thirty-six-year-old convicted murderer serving a life sentence, overpowered his prison guards during a penitentiary transfer near Kingston on November 24, 1982, and forced them to drive him to Amherstview. There he jumped into a car occupied by Henry Louis Bartlett of Newburgh and his eleven-month-old daughter, and threatening to do them harm, forced Bartlett to drive him toward Kingston. The car was spotted by patrolling Provincial Constables R.A. Hudson and R.D. Murison of Napanee, but unable to stop it, they followed the vehicle to Odessa where it was forced into an OPP roadblock. When the police approached, Bartlett grappled with the fugitive, and as Provincial Constable W.R.D. Smillie of Amherstview reached into the car to pull the baby to safety, Provincial Constable W.C. Russell of Napanee fired a single shotgun blast through the car's rear window, killing Clark before any harm came to Bartlett.

Long before many major police forces of the province even recognized the need to cope with a police officer's stress engendered by the dangers of his calling, the OPP had developed a program of trauma counselling in 1973. Under the guidance of Dr. Sawatzky, the staff psychologist, officers like Constable Russell helped others cope with such shocking experiences as he had faced that day in having to shoot a dangerous criminal.

Members of exceptional courage continued to emerge from the ranks of the Ontario Provincial Police whenever the need arose, and a number of them were decorated for their deeds. On November 3, 1982, at a ceremony in the Parliament Buildings in Toronto, three provincials were presented with the Ontario Medal for Police



*The Ontario Medal for Police Bravery. At the investiture, left to right: V.B. Bruzas; Commissioner Erskine; B.A. Thompson; B.C. Kruger.*

Bravery by Lieutenant Governor John Black Aird. Provincial Constable V.B. Bruzas of Sault Ste. Marie had been sent to the scene of a house fire on the Garden River Reserve to learn on his arrival that an eighteen-month-old child was still in the building. It took three attempts before Bruzas was able to enter the smoke-filled structure and rescue the little girl. He was also presented with the OPP Award for Bravery. Corporal B.C. Kruger of Huntsville and Provincial Constable B.A. Thompson of Bracebridge won their medals and the Commissioner's Certificate of Valour when they teamed up to rescue a young woman from the Muskoka River. Kruger was already a decorated hero who had earned the Commissioner's Certificate of Valour in 1977. Provincial Constables D.W. Fitzpatrick and J.F.R. Moore of Coboconk were presented with the OPP Award for Bravery on April 30, 1983, by Commissioner Erskine for their courageous rescue of a resident of the village who would otherwise have perished in his burning home.

## 5

Billed as "the largest fraud investigation in Canadian history,"<sup>2</sup> the case culminated on Wednesday, November 3, 1982, in the arrest of

four men. The Argosy Financial Group of Canada, which was in the business of raising funds from private investors to finance large mortgages, went into receivership in March, 1980, and the Ontario Securities Commission moved to investigate. In July, the Anti-Rackets Branch of the OPP was called in, and after an operation conducted across Canada, in Florida, and in some of the offshore islands of the Caribbean, the team led by Detective Inspector J.E. Szarka was able to seek warrants for the arrest of company principals.

The case involved more than \$30 million and some sixteen hundred small investors who, concerned for their money and becoming impatient with the long, complicated and painstaking investigation, had demonstrated against the government during the provincial election campaign in 1981. Szarka's team of Detective Sergeant D.A. Swackhammer and Provincial Constables G.L.R. Johnson and S.R. Cunningham interviewed more than five hundred persons and sifted through thousands of documents before the laying of more than one hundred charges of fraud against five men. Also part of the investigation team were L.M. Waite, an accountant with the securities commission, and lawyers E. Then and H. Campbell of the Crown Law Office of the Ministry of the Attorney General.

The four men arrested were freed on bail ranging from \$100,000 to \$200,000 each, and the fifth person, for whom a warrant had been issued, surrendered to police later and was freed on bail of \$150,000. The trials were expected to take place sometime in 1983.

New techniques and equipment were constantly being developed to aid police in the investigation of crime and in the delivery of law enforcement services, and the provincial force was keeping pace. For many years, technicians had used magnifying glasses to study fingerprints for classification and comparison, and identification personnel in the field had similarly examined scenes of crime for evidence. The introduction at general headquarters of the uni-tron comparator proved so successful that more of the expensive units were acquired for identification units in Thunder Bay, London, and Belleville. Seminars were held to provide "hands on" training for members of the Explosives Disposal Units, and Canadian Forces personnel, members of the Centre of Forensic Sciences, and representatives of Canadian Industries Limited (CIL), an explosives manufacturer, shared their expert knowledge. Provincial police TRU team training was held in such high regard that their courses attracted officers from other police agencies. In June,



1982, the training class at the Canadian Forces Base at Borden included seven members of the Amherst, New York, Emergency Response Team, five from the Ottawa Police Force, six from the Halton Regional force, one from Thunder Bay, and two from the police force of Trinidad.

At general headquarters in Toronto, a sophisticated and highly technical news bureau had been developed in the Community Services Branch. Begun in the Downsview detachment, the bureau by the 1980s was providing the news media with regular up-to-date road and traffic information and news items that earlier "police-beat" reporters had gathered with much less ease. In addition to the headquarters facility, each district office throughout the province provided similar services locally through designated community services officers.

In another area of communications, computerized word processing equipment was introduced in general headquarters and later in the district offices to streamline the flow of the volumes of paper that make up such an important part in any large administrative operation. Terminals having access to the vast data banks of the government computers were increasingly employed and heightened the effectiveness of many services such as those the GHQ library was able to provide force researchers.

A new design of detachment building was introduced in 1982 when the Ottawa detachment moved from Bell's Corners to the newly-created city of Kanata. Designed with a view to security and located centrally in the area policed by the Ottawa-Kanata detachment, the new facility also served as a headquarters for the sub-detachments of West Carleton and Manotick.

During 1982, the Golden Helmets continued to perform at a number of events during the spring and fall months, and the OPP pipe band was also much in demand. When Premier Davis visited New York City on the occasion of the 45th Annual Communion Service and parade down Park Avenue, he was accompanied by Commissioner Erskine, Deputy Commissioner Grice, and former Commissioner Graham. The pipe band and colour party also went along and participated in the parade.

## 6

Commissioner Erskine had assumed command of 5,186 members of the provincial police, of an authorized complement of 5,271





*The OPP Pipe Band in New York City.*

(4,046 uniformed officers and 1,225 civilian members). The organizational structure of the force had changed little over the past decade and still consisted of six divisions, each headed by an assistant commissioner and containing a number of branches. Field Division administered such functions as Indian and Municipal Policing Services, Helicopters, Tactics and Rescue Units, Underwater Search and Rescue, and auxiliary police, as well as the operations of the sixteen police districts. Traffic Division had a Traffic Investigation Branch and directed traffic operations at district and

detachment locations. The operations administered by the Special Services Division were the CIB and the Intelligence, Anti-Rackets, Operational Services, Security, and Special Investigations Branches.

On the services side, the Staff Development Division consisted of branches responsible for Career Management and Training, while the Staff Services Division was composed of the Records and Identification, Telecommunications, Quartermaster Stores, Transport, and Community Services Branches. The Management Division consisted of the Planning and Research Branch which provided such services as data processing, policy coordination, and word processing, as well as records management, statistical analysis, and systems coordination and development. The Properties Branch and the Registration Branch were also part of the Management Division, as was the Staff Inspections Branch. The Policy Analysis Secretariat served the Office of the Commissioner.

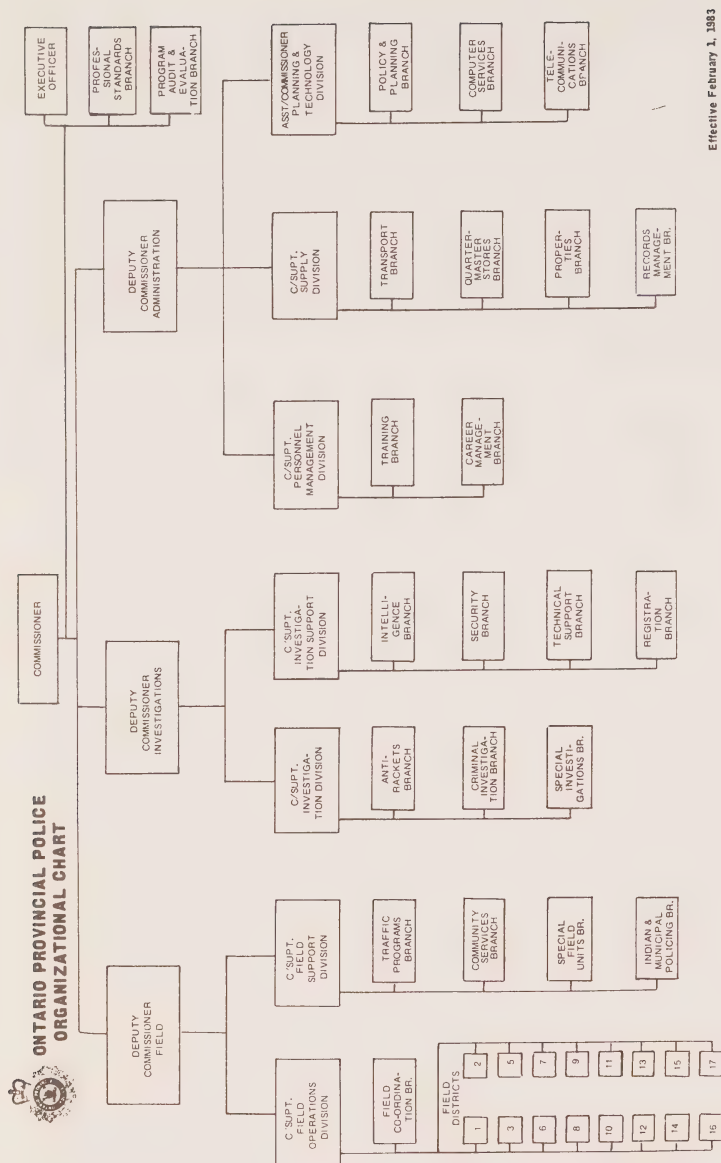
Pressures from the government for a further reduction in the number of rank levels in the upper echelons of the force continued unabated, and economic restraints had decreed that hiring would be restricted and posts vacated by attrition would remain unfilled for the most part. "One-over-one" positions continued to irk management systems experts, and as early as February, 1982, the government had demanded a full reappraisal of the OPP headquarters organization. Commissioner Erskine invited his division heads and the director of the Policy Analysis Secretariat to suggest organizational changes and to submit plans for future consideration. When proposals had been received and studied by the commissioner and Scott Campbell, the director of the Organization Policy Branch of the Management Board of Cabinet, four optional plans were devised and presented by the commissioner to the Council of Deputy Ministers. Despite the recommendations made, the council rejected the options offered in favour of further study and refinement. Commissioner Erskine assigned Inspector H.J. Houston and Detective Inspector P.J. Campbell to the task. In October, a revised organizational plan for the general headquarters of the OPP was approved, first by a committee composed of J.D. Hilton, A.R. Dick, and R.D. Carman, then by Management Board of Cabinet, and finally by the Cabinet; implementation plans were prepared.

The new concept—"the realignment"—came into effect on February 1, 1983, revealing a much-altered management structure. While the three deputy commissioners continued to report to the

commissioner, the head of the force commanded a much larger Office of the Commissioner which consisted of two branches: the Professional Standards Branch under Superintendent Cousens, and the Program Audit and Evaluation Branch headed by Staff Superintendent Garry. The deputy commissioners were to command seven divisions, each consisting of several branches or other units. The deputy commissioner of administration was K.W. Grice who headed the Personnel Management Division led by Chief Superintendent Chaddock, the Supply Division under Chief Superintendent MacPherson, and the Planning and Technology Division commanded by Assistant Commissioner Naismith. J.W. Lidstone was to be the deputy commissioner of investigations at the head of the Investigation Division led by Chief Superintendent McKendry, and the Investigation Support Division under Chief Superintendent Goard. The deputy commissioner of field was to be R.A. Ferguson, and under his responsibility were the Field Operations and the Field Support Divisions headed by Chief Superintendents Welsh and Eady respectively.

The Field Operations Division had but one branch operation within general headquarters, the Field Coordination Branch under Superintendent Wood, but the sixteen district commanders reported directly to the head of the division. The Field Support Division was made up of the Traffic Programs Branch of Superintendent D.L. Dowser, the Community Services Branch headed by Superintendent Savage, the Indian and Municipal Policing Branch led by Superintendent Perduk, and Special Field Units such as TRU, auxiliary police, and Underwater Search and Rescue teams were under the command of Superintendent J. Gray. The Investigation Division consisted of the CIB under Staff Superintendent Cooper, the Anti-Rackets Branch led by Superintendent Perrin, and the Special Investigations Branch of Superintendent Bennett, while the Investigation Support Division had four branches: Intelligence (Staff Superintendent Dorigo), Security (Staff Superintendent McBride), Technical Support (Superintendent Faulhauer), and Registration (Superintendent Rajsic).

The Training Branch headed by Superintendent W.C. Bowles, and the Career Management Branch of Superintendent R.H. Kendrick made up the Personnel Management Division. The Supply Division had four branches: Transport, Quartermaster Stores, Properties, and Records Management, led by Superintendents Kotwa, Armitage, Knox, and Waddell respectively. The Computer Services Branch headed by Superintendent Foley, the Policy



*The re-aligned organization.*



and Planning Branch under Superintendent W.A. Smith, and the Telecommunications Branch directed by C.L. Collison made up the Planning and Technology Division.

In the Office of the Commissioner, in addition to the newly added branches, were a number of specially appointed officers: the executive officer, Staff Superintendent Blucher; the commissioner's aide, Inspector Tree; the protocol officer and senior ADC to the lieutenant governor, Superintendent Fullerton; the budget coordinator, Inspector Houston; and the police liaison coordinator, Superintendent Potier, who was located at the ministry office.

In the realignment, some units had merged with others to form new branches. One of these was the Policy Analysis Secretariat which joined with the Planning and Research Branch to create the Policy and Planning Branch. In other units, name changes were the order of the day: the long established Staff Inspections Branch was divided to become the Program Audit and Evaluation Branch, and the Professional Standards Branch in the Office of the Commissioner. The OPP Training and Development Centre at Brampton was renamed the Provincial Police Academy.

The realignment resulted in fewer rank levels and provided for a broadened structure, grouping similar disciplines into an increased number of divisions and branches demanded by advances in technology. Computers and other sophisticated equipment rendered a totally new look.

## 7

The ceremonial opening of the Legislature of Ontario on April 18, 1983, marked the first time the Ontario Provincial Police had been asked to provide the honour guard, a privilege formerly enjoyed by the Canadian Forces. To prepare for the assignment, a dress rehearsal for the celebration of the seventy-fifth anniversary of the force in 1984, officers were called into the training academy in Brampton from several areas of the province, and under the command of Provincial Constable H.S. Adamson, were put through their drill and formation paces. Adamson, who was made an acting sergeant major for the occasion, had formerly been the regimental sergeant major of the Hastings and Prince Edward Regiment in Belleville, and proved the ideal choice for the task at hand.

When Lieutenant Governor Aird arrived before the Parliament



*Opening of the legislature, 1983. The OPP colour party and band.*



*Opening of the legislature, 1983. Commissioner Erskine, third from right, and representatives of the Canadian Forces.*



*Opening of the legislature, 1983. Lieutenant Governor Aird inspecting the OPP honour guard with Superintendent Cousens, while Superintendent Fullerton, ADC, follows.*



Buildings, attended by his senior aide de camp, Superintendent Fullerton, he was welcomed by a 15-gun salute and an impressive honour guard, colour party, and the pipe band of the OPP. While Commissioner Erskine and representatives of the heads of the Canadian Forces looked on, the parade commander, Superintendent Cousens, accompanied the lieutenant governor on his inspection of the men and women of the Ontario Provincial Police Force.

As splendid as their uniforms were that day, they were to be further improved before the summer was out by a new cap badge decreed by Commissioner Erskine. Although the design remained unchanged, the new badge was larger and displayed more coloured enamel within the crown and in the enclosed provincial coat of arms.

A number of other uniform changes had been made during the 1980s with improved materials and equipment. Removal of headwear was permitted in police cruisers and open-necked, short-sleeved shirts made duty in the summer months much more tolerable. The safety of the officer was not forgotten and a much-improved, modern and safe revolver holster was introduced in 1983.

## 8

The Ontario Provincial Police Force had undergone a number of important reorganizations since its inception on October 13, 1909: in 1921 with the appointment of the first commissioner and the assimilation of many “outsiders”; in 1930 with the transfer of the motorcycle patrol from the Department of Public Highways; in 1939 to meet the demands of a country at war by the creation of the Special Branch, the Ontario Volunteer Constabulary, and the Veterans’ Guard. In 1963, following the report of the Traffic Institute of Northwestern University, a new organizational structure had evolved that had endured for twenty years, but as the times changed, the provincial police also changed.

The officer corps had grown as the force grew, and over the years achieved a position of eminence among law enforcement agencies. Enormous status was gained when the Queen’s Commission was granted to the senior ranks of the OPP, and traditions of prestige evolved as a result. The annual senior officers’ spring ball, the formal mess dinner convened each fall, and the acceptance for membership in the Royal Canadian Military Institute are all



manifestations of the high standing which was attained only after many years of loyal service to the Crown. Such honours were not easily earned and were to be jealously guarded against neglect or even abandonment in favour of what might be conceived as the pressing needs of the moment.

When the first viceregal presentation of provincial police honours and awards was made in the lieutenant governor's suite in the Parliament Buildings on June 2, 1983, another tradition was born. Lieutenant Governor Aird decreed that, in future, the ceremony would become an annual event.

When the Report of the Commissioner of the Ontario Provincial Police 1982 was presented to the lieutenant governor in 1983, it was for the first time since the Ministry of the Solicitor General had been created in 1972. Commissioner Erskine had re-established the tradition of reporting directly to Her Majesty's representative in Ontario.

Civilian members of the OPP were gratified when their years of service with the force were recognized with the presentation of an impressive engraved OPP plaque by the commissioner. Other notable and desired changes were, however, left in abeyance by the stringent curtailment of public spending during the difficult 1980s.

The lot of the provincial constable had seen many changes through the years, yet the dedication and self-discipline demanded of him in meeting his responsibilities had not abated one iota. In the early days, he worked alone in areas remote from his colleagues and bore the hardships of travel and absence from home as part of his duty. When the transformation of the force to a quasi-military organization occurred following the appointment of the generals as commissioners, military discipline evolved as a natural consequence. In later years, there was criticism of the force for its organization along military lines by those familiar with the corporate structures of industry, but for a police force so widely deployed as the provincials and so dependent upon the initiative and sense of duty demanded of its members, the self-discipline engendered by military tradition more than justified a long continuance of the system and proved the wisdom of the policy.

During the years following the Second World War, with the gradual disappearance of one-man posts in favour of more centralized county and district detachments and the improvement of roads and means of transportation, much of the independence of provincial constables was lost; but the loneliness and occasional dangers inherent in working alone were somewhat alleviated by the change.

Working conditions, training, uniforms and equipment all experienced steady improvement over the years, and salaries for a senior grade provincial constable had risen from \$1,000 per annum in 1910 to \$31,317 in 1983. The present day constable of the Ontario Provincial Police is a well-trained and highly professional law enforcement officer who participates in the management of service delivery in his assigned detachment, works duty schedules previously undreamed of by his twenty-four-hours-a-day predecessor, and is paid for extra and overtime duties assigned to him. He is aided in a substantial way by the participation of the public in maintaining the peace by eagerly solicited means such as the television series, "Citizen Alert", aired in 1983 by the Global Television Network.

During the Graham and Erskine years, the transfer policies of the force had undergone many changes in compassionate recognition of the needs and desires of the officers and their families. Every effort was made to situate members of the force where they would perform their duties most efficiently—where they were happiest to serve. Transfers were arranged for those who wished to pay their own expenses and for officers who wished to trade geographic places. A system of duration postings was developed to man the less desirable posts with willing officers who, in return, were assured of the posting of their choice when their term of duty had been fulfilled.

Financial difficulties encountered by the surviving spouses and children of force members killed on duty were, to a large degree, alleviated by increasingly generous pecuniary aid during the commissionership of Graham. Following the death of a provincial constable in 1981, the Province of Ontario provided for \$100,000 in insurance for such eventualities and at the urging of the commissioner, made special grants in the cases of Constables McAleese and Verdecchia who had been slain before the insurance had come into effect.

The provincial policeman has always prided himself on being the complete policeman. Alone and often far from his nearest aid, he was expected to follow through his investigations from start to finish; not for him the patrol sergeant to assume command when a crime had been discovered or reported; not for him a member of a detective branch to take over an investigation while he returned to his beat. The force had always adhered to this concept of policing which had been thrust upon it by the very size of the province and the paucity of men to provide the service. Even when an expert of

the CIB was assigned to a major case and assumed command of the overall investigation and related operations, he did so in assistance to the constable originally charged with the investigation. When the offenders were brought to justice, it was the constable who would lay the charges.

By the 1980s, especially in the heavily populated areas of Southern Ontario, the OPP was seen by many as a highway patrol, which of course it is on the more than twenty-two thousand kilometres of the King's Highway and many thousands of kilometres



*A professional police force.*

of other roads. This is particularly true of the area encompassing Metropolitan Toronto where the OPP patrol Ontario's busiest highway, No. 401, at Downsview where a quarter of a million vehicles are to be counted in each twenty-four hour period. To the people of the rural areas and in Northern Ontario, however, the OPP is known more as a police force whose members are to be seen in a great part of the province where no other police officers are ever seen, such as the remote native communities still reachable only by air.

Provincial constables of the future will continue to enjoy the finest of support services and will benefit immensely from the techniques of policing developed by those who served before them. While their courage and dedication will always be in demand, the officers will likely enjoy even better duty hours which will permit them more normal family and social lives than their early predecessors had even imagined, and earlier retirement from active duty will tend to see younger members attaining the higher positions in the force hierarchy. For the men and women of the Ontario Provincial Police Force,

*Tempora Mutantur, et nos Mutamur in illis*  
(The times change and we change with them).<sup>3</sup>





# *Postscript*

GHQ      2655      SEP 1/83

TO DIVISION HEADS  
BRANCH DIRECTORS  
DISTRICT COMMANDERS  
DETACHMENT COMMANDERS

FM OPP GHQ TOR—DEPUTY COMMISSIONER K.W. GRICE

FILE 220-00

PREMIER WILLIAM DAVIS ANNOUNCED TODAY THAT COMMISSIONER JAMES ERSKINE WOULD BE LEAVING THE FORCE SEPTEMBER 30, 1983, AT THE EXPIRATION OF HIS TERM, TO HEAD A NEW SPECIAL GOVERNMENT UNIT TO COMBAT PROBLEMS RELATED TO DRINKING AND DRIVING. A COMMITTEE HAS BEEN FORMED TO RECOMMEND A SUCCESSOR TO COMMISSIONER ERSKINE TO SOLICITOR GENERAL TAYLOR AND PREMIER DAVIS. MEMBERS OF THE COMMITTEE ARE DEPUTY SOLICITOR GENERAL ROD MCLEOD, CHAIRMAN, CIVIL SERVICE COMMISSION CHAIRMAN GEORGE WALDRUM, ONTARIO POLICE COMISSION CHAIRMAN SHAUN MACGRATH AND COMMISSIONER ERSKINE. THE COMMITTEE WILL SOON BEGIN INTERVIEWING THE ELIGIBLE SENIOR OFFICERS

OF THE O.P.P. WHO EXPRESS AN INTEREST IN THE APPOINTMENT AS COMMISSIONER TO THE FORCE. THE COMMITTEE WILL THEN MAKE A RECOMMENDATION TO THE SOLICITOR GENERAL AND THE PREMIER. IT IS EXPECTED THAT THIS PROCESS CAN BE COMPLETED IN TIME FOR THE NEW COMMISSIONER TO COMMENCE HIS DUTIES ON OCTOBER 1, 1983.

On October 1, 1983, Robert Archie Ferguson was appointed the ninth commissioner of the Ontario Provincial Police Force.



*Commissioner R.A. Ferguson.*





# *Appendix 1*

## THE QUEEN'S COMMISSION

Eric Hamilton Silk, QC  
Thomas Howe Trimble  
Denis Vernon Whiteley  
Harold Hopkins Graham  
John Lewis Milton Needham  
Ward Hewitt Kennedy  
Leonard Neil  
John Leo Whitty  
Albert Hatfield Bird  
Waldo Alexander Gibson  
Elmer Arthur Hoath  
Donald Albert Nicol  
Ralph Little Taylor  
Roland Hugh Devereux  
William Gilling  
Everett Vincent Amos Hicks  
James Leonard McDermott  
Robert McKie  
Clarence Earl Parmenter  
Herbert Milton Purdy  
Robin Eugene Raymer  
Charles Walter Wood  
Allan Edward Ayers  
Norbert Joseph Chartrand  
John Clark  
Ralph Crozier  
Martin William Ericksen  
Lawrence Roy Gartner  
Joseph Hanson  
Alfred Easson Kirkby  
Lorne Melville MacGillivray  
Albert McDougall  
James Hector Marsland  
Eckbert Walter Miller  
Harry Ramsbottom  
Isaac Roy Robbie  
George Elvan White  
Samuel Whitehouse

David Adair  
James Jeffrey Allan  
John Mills Anderson  
Edward James Baker  
Louis James Bolt  
Wilfred James Gliddon Bolton  
George Albert Alexander DuGuid  
Archibald Thomas Eady  
James Laird Erskine  
Robert Archie Ferguson  
Robert George France  
Kenneth William Grice  
James Warren Harris  
John Horace Hatch  
Dahn Derwent Higley  
Jack Stewart Kay  
Gordon Marshall Keast  
John William Lidstone  
Ellis Stuart Loree  
Robert John MacGarva  
James Scott McBride  
William George Milton  
Elmer Alliston Moss  
Peter Sawatzky  
Harry Moffat Sayeau  
Gordon Escott Smith  
David Earl Wellesley  
Herbert John Wellington Coedy  
Arthur Keith Collins  
Lyle Harry Erskine  
James Albert Jolley  
Alexander McDonald Mason  
Archibald Morrison Rodger  
Vernon Clarence Welsh  
Raymond Glenn Perkins  
Hugh Thomas Garry  
Norman Kenneth McCombe  
Roger Francis Andrew

Donald Albert Atam  
 Allan Campbell  
 Goldwyn Eric Code  
 Colin Blandford Cresswell  
 James Gregory Tappenden  
 Joseph Jean-Paul Trudel  
 William Henry Armstrong  
 Robert Kenneth Chalmers  
 John Albert Fullerton  
 Arthur Will Goard  
 John McGibbon Hillmer  
 Floyd Burrell Lymburner  
 Clive Alonzo Naismith  
 Randal Harry Pepper  
 Robert Charles Pettigrew  
 Leonard Alexander Savage  
 Albert Joseph Wart  
 Harold George Wilkins  
 Raymond Norman Williams  
 Albert Wilson  
 Alfred Samuel Andrews  
 Robert Clifford Barron  
 Richard Ludwig Bender  
 Frederick Robert Thomas Blucher  
 Allan Thompson Foss  
 John Edward Grubbe  
 Ian Keith Hutcheon  
 Joseph Thomas Kavanagh  
 Lloyd George Lyle  
 William George Murray  
 Harry Victor Pelz  
 Edward Lawrence Schroeder  
 Louis William Spry  
 Clifford VonZuben  
 Charles Gordon Wilkinson  
 Roy Clarke Dawson  
 John Archibald MacPherson  
 Henry Jones  
 Charles Norman Anderson  
 Alexander Edwin Forster  
 John Crawford McKendry  
 Harry Elijah Sparling  
 Theodore Haldane Craig  
 John William McPherson  
 Llewellyn Gordon Bruner  
 Arthur Neil Chaddock  
 Godfrey Henry Cooper  
 Bruno Edward Dorigo  
 Gordon Stanley Gray  
 Walter Joseph Grant

Alistair Kenneth Macleod  
 Ronald Morgan Waddell  
 Kenneth Earl Wilson  
 Roy William Burkett  
 John Edward Closs  
 George Harold Herries  
 Howard Gordon Knox  
 John Stanley Eastwood  
 Alexander Robert Edwards  
 John Peter McDonald  
 Arthur Thomas Armitage  
 William Roy Bennett  
 Douglas Foster Civil  
 George Warnes Hankin  
 Casmir Kotwa  
 William Augustus Parfitt  
 Louis Jack Pelissero  
 William Ronald Perrin  
 Stewart Alwin Pierce  
 William Alexander Smith  
 Gay Hetherington Alexander  
 Dennis Joseph Anthony Alsop  
 William Colenso Bowles  
 Richard James Crowley  
 James Wilfred Cutter  
 Norman Hogarth  
 Thomas Lennon  
 William Bernard O'Rourke  
 Nicholas Allen Perdue  
 Clifford James Perry  
 Charles Julius Potier  
 Norman Russell Skinner  
 John Frank Foley  
 John Gray  
 Glen Warren Hickingbottom  
 Wallace Edward Mohns  
 James Alexander Wood  
 Frederick Colbourne Dicker  
 John Claude Hawkins  
 Raymond Kowal  
 Alden Ross MacMartin  
 Harvey Leroy Adams  
 John Archibald Barker  
 Eldon Dickson Bell  
 Philip Michael Caney  
 Melville Earl Cooke  
 Colin Arthur Cousens  
 William Arthur Coxworth  
 Wilbert Carter Craig  
 John Davis

Donald Leslie Dowser  
Arthur Alexander Forester  
Earl Francis Gibson  
Tom Hill  
Robert Frederick Keene  
Ronald Harold Kendrick  
Reginald Fee Moore  
James Harold Murphy  
Murray Kay McMaster  
Donald Richard Oerton  
Leslie Norville Coulter Patterson  
Joseph Fernand Savage  
MacKenzie Ronald Speicher  
Ivan Earl Tinkess  
Charles Herbert Gorham  
Allan Gordon Oliver  
William Boris Rajsic  
Corel Matthews Manneke  
Atholl Dermond Reid Smith  
Harry George Campbell  
Michael James Culkeen  
James Denver  
Robert Lynn Johansen  
George Wesley Mitchell  
Robert Stanley Rose  
Alexander McKenzie Wilson  
Ronald Joseph Devey  
Robert William Faulhauser  
John Gerald Irwin  
Donald Burton Wilson  
Earl Jamieson MacDougal  
Harold Thomas Buttle  
Herbert George Bolster  
Harold Raymond Cornell  
William James Farrell  
Gerald Blake Guintier  
Ronald Horace Hodgson  
Hugh John Houston  
Donald Albert Jones  
Henry Kostuck  
James Ronald Lewis  
Hugh Finlay McEwen  
George Miller  
Thomas Bernard O'Grady  
Jack Francis Patterson  
Edward Duane Peterson  
Edward Mervin Reid  
Ronald Brian Roberts  
James Frederick Simmons  
Andrew Peter Thomson

James Carol Villemaire  
Stanley Morris Walker  
Walter Keith Wellstead  
Robert Bruce Wheeler  
Aldus Charles Whiteside  
Willard John Murray Ambeau  
Osborne Dalton Corbett  
Jean Real DesLauriers  
Melford Mire Green  
Donald Harvey Moore  
Louis Okmanas  
Norton Marven Jesse Rhiness  
Melvin Roy Stroud  
Donald Keith Wood  
Peter James Campbell  
Jack Gary Donaldson  
Harold Clifford Fawcett  
Lorne Ivan Foran  
William Beverley German  
Leonard John Germain  
Charles Murdoch Judson  
John Larry Kneale  
Goldwin Kenneth Leighton  
Herbert Charles Leland Murray  
Wilfred Robert Patterson  
Murray Ian Thomas Peer  
Albert Murray Penrose  
Scott Joseph John Raybould  
Wilfred Allen Rosser  
Bruce Sinclair Shipley  
Robert Charles Spicer  
John Stephen Stone  
Jim Earnest Szarka  
James Kenneth Tree  
Norman John Wasyluk  
Donald Bruce Wilson  
Eric Karl Zalman  
John Thomas Burke  
David Robert Almond  
Ronald Henry Graham  
Roy Earl Gordon  
John Strba  
William Forrest MacGregor  
Joel Tait McArthur  
Gary Wayne Wood  
James Everett McCormick  
Joseph Paul Crozier  
Eldon Frederick Humphreys  
Beverly George Brintnell  
Arthur Melvin Wilkinson





# *Appendix 2*

## RANKING OFFICERS 1909-1964 (who were not commissioned)

Joseph E. Rogers  
William D. Greer  
John Miller  
Henry Reburn  
George Caldbick  
William H. Mains  
Albert B. Boyd  
Maurice Emmons  
Gordon McCurdy  
Arthur T. Rowell  
Arthur E. Storie  
Charles W. Symons  
William H. Stringer  
Harry M. Elliot  
Arthur T. Paxton  
William John Lannin\*  
Walter T. Moore  
W.S. Blackwall  
Frank E. Elliott  
Edward D.L. Hammond  
James G. Jeffrey  
Christopher F. Airey  
J.H. Putman  
Albert H. Ward  
John A. Ayearst  
Albert E. Sarvis  
H. Collison  
Victor A.S. Williams  
Alfred Cuddy  
Alexander R. Elliott  
William C. Killing  
Reginald Bumpstead  
Clement A. Jordon  
E.E. Adams  
M.C. Beckett  
John McCaffrey  
William H. Loughheed

Frederick Hughes  
Arthur Moss  
Ernest C. Gurnett  
Arthur H. Palmer  
Hamor Gardner  
Howard Graham  
William G. Ingram  
A. Everitt Rae  
Frank B. Taber  
Edward T. Doyle  
Phillip Walter  
John A. Grant  
Sidney Oliver  
F. Gerald Jerome  
Trevor G.P. Lucas  
Sidney Hunter  
Ephraim Zinkann  
Frank B. Creasy  
Thomas W. Cousans  
Francis Gardner  
Albert R. Knight  
William H. Boyd  
George Mackay  
Richard Cox  
Alexander S. Wilson  
Harry Noakes  
Herbert S. McCready  
Percy T. Hake  
Wilford J. Franks  
Eric J. Hand  
William A. Page  
William A. Scott  
Harry Storey  
Andrew F. Grant  
Frank C. Kelly  
Wilfred H. Clark  
Alex Macleod

Thomas R. Wright  
Harry E. Thompson  
Alexander J.B. Craik  
Thomas Wilkinson  
William G. Tomlinson  
Robert H. Wannell  
Edwin V. McNeill  
Thomas G. Corsie  
W. David Duncan  
William J. McBride  
William C. Oliver  
Thomas Riding  
James Bartlett  
Alfred M. Shaughnessy  
Albert Witts  
Carlton W. Farrow

David Hamilton  
Carl N.C. Smaill  
J. Allan Stringer  
George V. Clubbe  
John W. Reavley  
Dudley H. Darby  
David Price Morris  
Frank Scott  
James S. McBain  
John F. Craig  
J. Edward Johnson  
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Samuel Ervine  
Thomas S. Crawford  
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\* On the pay lists of the Board of License Commissioners

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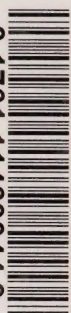












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